

# **EDUCATION OF NEGRO LEADERS**

**Influences Affecting  
Graduate and  
Professional Studies**

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## FOREWORD

**S**INCE ITS ESTABLISHMENT, the Office of Education has shown special interest in the education of Negroes. In addition to the many sections of reports, articles, circulars and bulletins devoted to the various phases of the education of Negroes, seven comprehensive studies and one conference report have been published presenting certain aspects of their higher education. (See inside back cover for a list of these studies.)

The present study is a natural outgrowth and continuation of the interest shown by the Office of Education in the graduate and professional education of Negroes over the years. It has brought together in an organized way a mass of material on the subject from numerous sources, and has presented it in such a manner as to show graduate and professional instruction of Negroes to be the climax of a long, difficult, and expensive process, the various phases of which have intimate and broad interrelationships.

A study of this kind can only present and interpret the facts and draw some conclusions and recommendations from them. It is the responsibility of institutions, agencies, and individuals outside the Office to develop a program of action designed to implement the findings and recommendations as indicated in the last section of this study. It is confidently hoped that such action will be taken promptly by all concerned.

The author of this bulletin gathered the data from many sources: Through numerous interviews with college presidents, faculty members, and Government officials; through bibliographic research; from special memoranda and other unpublished materials; and through visits to college campuses. To all who contributed in any way the Office of Education expresses gratitude.

JOHN DALE RUSSELL,  
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# Contents

<b>Foreword</b> .....	Page II
<b>Conditions Largely Racial in Origin</b> .....	4
Educational advancement on elementary and secondary levels.....	4
Advancement on higher educational level.....	8
Implications of educational advancement.....	11
Racial factors having a deterrent effect.....	12
Those frequently found on the campus.....	12
Those in the family life of Negroes.....	15
Those relating to the cultural level of Negroes.....	16
<b>Regional Influences</b> .....	19
The Negro population in the South.....	19
Economic and social conditions in the South.....	20
Educational inequalities in the South.....	21
Elementary schools.....	21
High schools.....	22
Higher education.....	24
Benefits from Federal funds.....	26
Scarcity of capable white leaders and of facilities for training them.....	29
Efforts to improve educational conditions of Negroes.....	30
Increase in facilities and standards.....	30
Effects of judicial decisions.....	32
Willingness and ability of States to provide graduate and professional instruction.....	34
Trend of public opinion.....	37
<b>Factors That Are National in Character</b> .....	39
General social and economic factors.....	40
Social mobility.....	40
National concern for public welfare opens new opportunities.....	42
Lack of leadership in science and technology.....	42
Opportunities in other areas.....	42



## **Factors That Are National in Character—Con.**

	Page
Effects of war on the demand for graduate and professional instruction for Negroes.....	46
Attitudes of veterans influencing demand for more training.....	46
Other factors resulting from or revealed by World War II.....	47
Assistance in providing graduate and professional instruction for Negroes a national obligation.....	50
Lack of educational facilities a national concern.....	50
Philanthropic assistance diminishing.....	52
Negroes not producing their share of leaders.....	52
The Nation responsible for some of the Negro's ills.....	53
Sense of justice and humanitarian spirit demand action.....	55
Assistance in providing graduate and professional instruction for Negroes in interest of world leadership.....	56
All resources needed to meet problems of atomic age.....	56
Emergence of the "common man" calls for new leadership.....	57
American Negro leadership can become important throughout the world.....	58
<b>Suggested Programs of Action.....</b>	<b>61</b>
What Negroes as individuals and as groups can do.....	62
What Southern white leaders can do.....	63
What can be done on the national level.....	64





## Education of Negro Leaders

**I**N ORDER TO SURVIVE and advance, society must always provide itself with leaders. The most effective and economical way to provide such leaders in our modern age is through graduate and professional instruction in our colleges and universities. Since this is true, and since social progress and educational development go hand in hand, in the degree to which any society neglects to provide opportunities for leadership training among all groups of its citizens, it fails to take advantage of the most important means of assuring its future welfare. Negroes, as one important sector of our citizenry, have not had opportunity to develop their potential leaders. This study therefore has been made to point out certain conditions which have influenced and continue to influence their demand for and opportunity to obtain the type of education required to develop leaders.

There are at least two reasons why Negroes should be given such opportunity. First, it is to the advantage of the national welfare.

Never before was the need so great for men and women who are trained in the scientific and technical fields, who have an understanding of the human and social implications of these fields, and who are imbued with the spirit of service. These are qualities of leadership, the development of which should be the main purpose of graduate and professional instruction. Although rare, the qualities are apparently distributed indiscriminately throughout the population. It becomes incumbent upon society, therefore, to seek out all potential leaders and encourage their highest possible development by every available means. If this is done, the proportion of potential leaders in the Negro race will be found to be approximately the same as in other races. The fact that Negroes have not produced their proportionate share of leaders in the different fields of endeavor may be largely attributed to lack of opportunities to develop and use their talents. It is important, therefore, from the viewpoint of enlightened self-interest, as well as from the desire to implement the democratic principles upon which the Nation is founded, that the United States assure the Negro group equality of opportunity to contribute their share of potential leaders for the Nation.

The second reason that potential Negro leaders should be given an opportunity to develop through graduate and professional education is the growing need of Negroes for leaders from their own numbers. The segregated pattern of life imposed on Negroes isolates them from the main body of American society and prevents their full participation in the total life of the national community. Although the instances in which individual Negroes participate in nonsegregated life are increasing, the masses of Negroes, by law, custom, or habit, at present have their own organized life in schools, churches, recreation centers, businesses, and other community services. In view of these facts and in view of the fact (1) that there are not enough professionally trained white persons to supply the needs of the white group in the region where the majority of Negroes live; (2) that a qualified Negro is more likely than anyone else to have the knowledge and sympathetic understanding of the Negro's background and present condition; and (3) that, under present circumstances Negroes are likely to prefer leaders of their own race, every effort should be made to assist them in developing leaders.

One other fact having significant bearing on the subject is that the gradual increase in opportunities for Negroes to participate in American life on an integrated basis has been given considerable impetus by several events during recent years. If Negroes are to be able to take advantage of these opportunities, their opportunities for education must be stepped up without delay.



The following discussion is an attempt to present information concerning, and to throw light on the discussion of, some of the major factors that condition the demand for leadership training of Negroes, and to indicate the extent and nature of the responsibility of the groups concerned—racial, regional, and national—for providing opportunities for such training.

It is recognized that there are many excellent leaders of various groups, both on the local and national levels, who have not had the advantages of higher education. We shall probably always have such leaders; and it is the obligation of institutions of higher learning to find ways and means to assist them in their leadership roles. The emphasis in this report, however, is on the leaders in the different professions, and the facilities for their education.





## **Conditions Largely Racial in Origin**

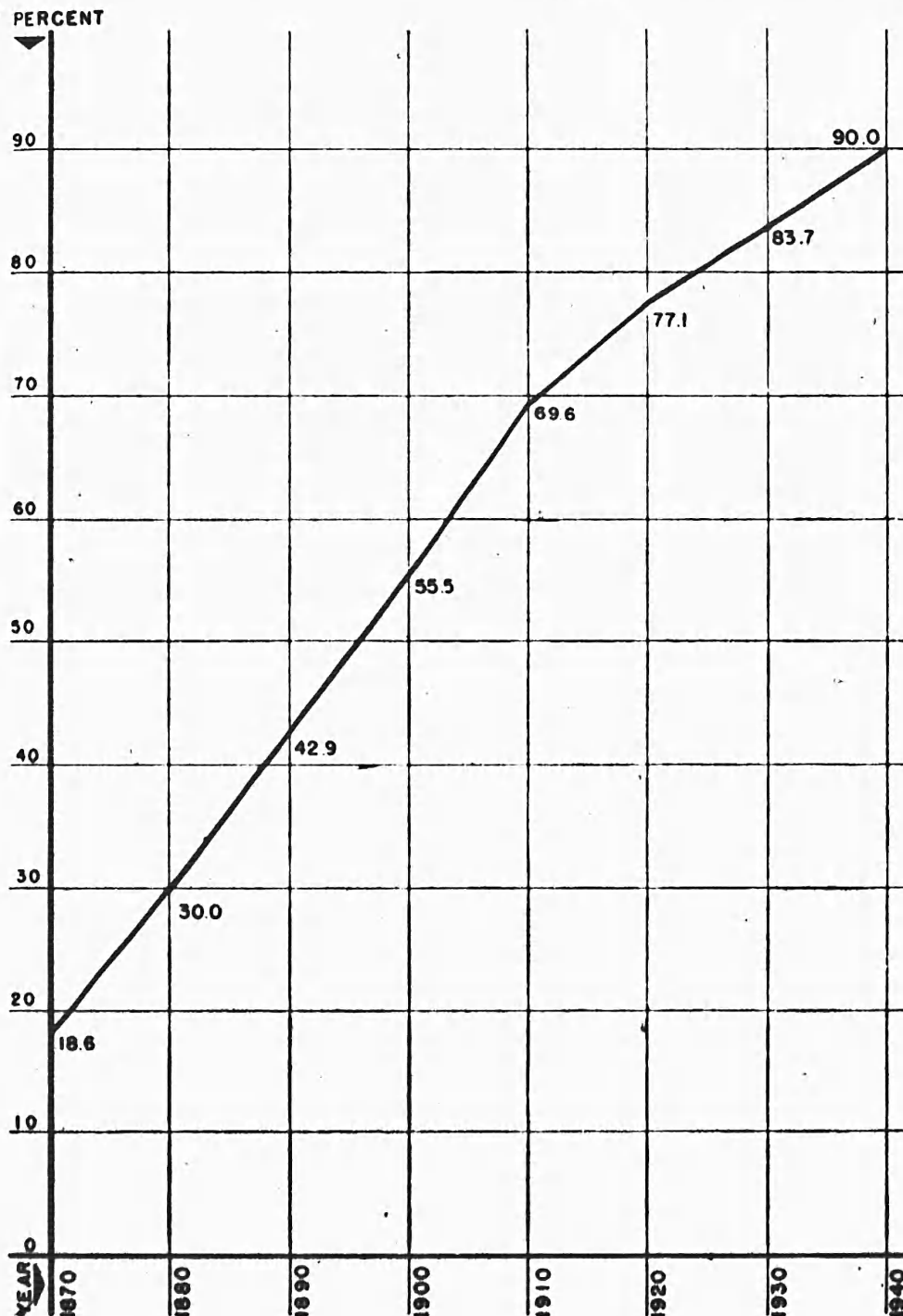
**R**ESPONSIBLE PERSONS no longer ask the question "Can Negroes receive and profit by higher education?" Their educational record throughout the generations is an unequivocal answer. Since the days of slavery, when laws prohibited them from attempting to learn, through the various stages of indifference, tolerance, half-hearted interest, and fair attitude on the part of the majority group toward their education, Negroes have accepted the meager educational opportunities provided them with an almost passionate zeal, advancing from one level to the next higher level in ever-increasing numbers.

### ***Educational advancement on elementary and secondary levels***

The growing interest of Negroes in education, as shown by the reduction of illiteracy and the advances in school enrollment, attendance, and graduation is an important factor in creating an ever-growing

demand for more education. Notwithstanding the excessive amount of functional illiteracy revealed by Selective Service data, the progress made by Negroes as indicated in figure 1 is significant. The increase

**Figure 1. INCREASE IN LITERACY AMONG NEGROES: 1870-1940**





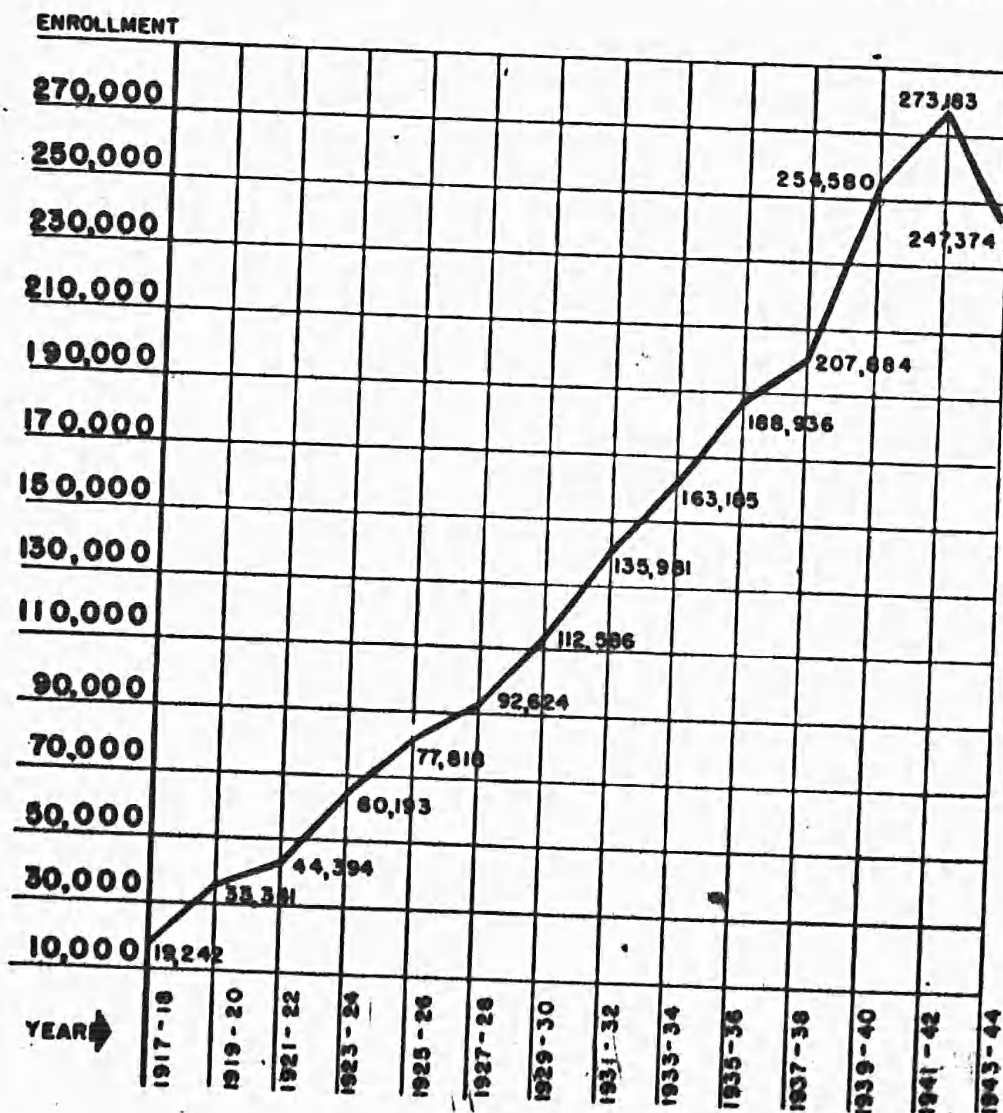
## EDUCATION OF NEGRO LEADERS

in literacy not only widens the source of supply of persons who may advance to the upper elementary grades and to high school, but it also helps to provide a broader "climate of opinion" among Negroes favorable to the development of higher education and makes them more willing to accept the services offered by the professionally trained person.

The increase in literacy is also related to improvement in the grade distribution of Negro pupils. In 1930, 73 percent of the Negro pupils in the 17 Southern States and the District of Columbia were concentrated in the first four grades. In 1946, the corresponding percent had been reduced to 47. This means, of course, that larger numbers are advancing from grade to grade. Further substantiation is shown

Figure 2.

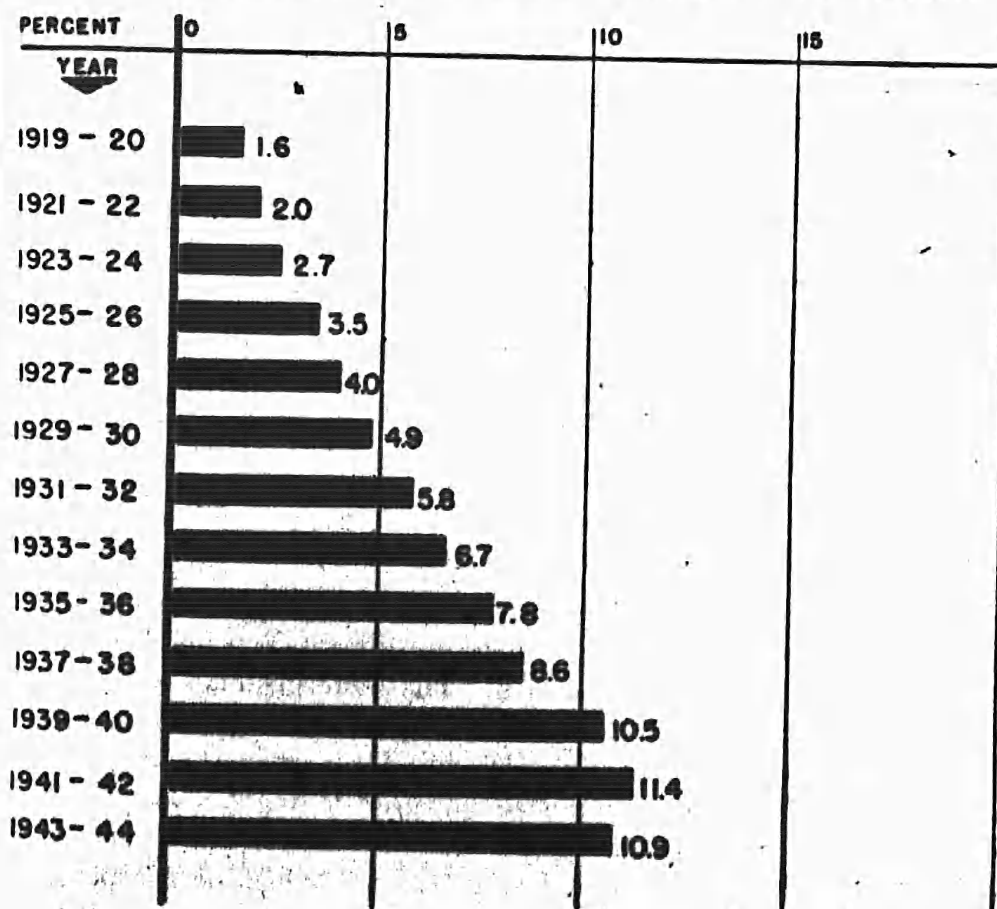
## INCREASE IN NEGRO HIGH-SCHOOL ENROLLMENT 1917-18 -- 1943-44



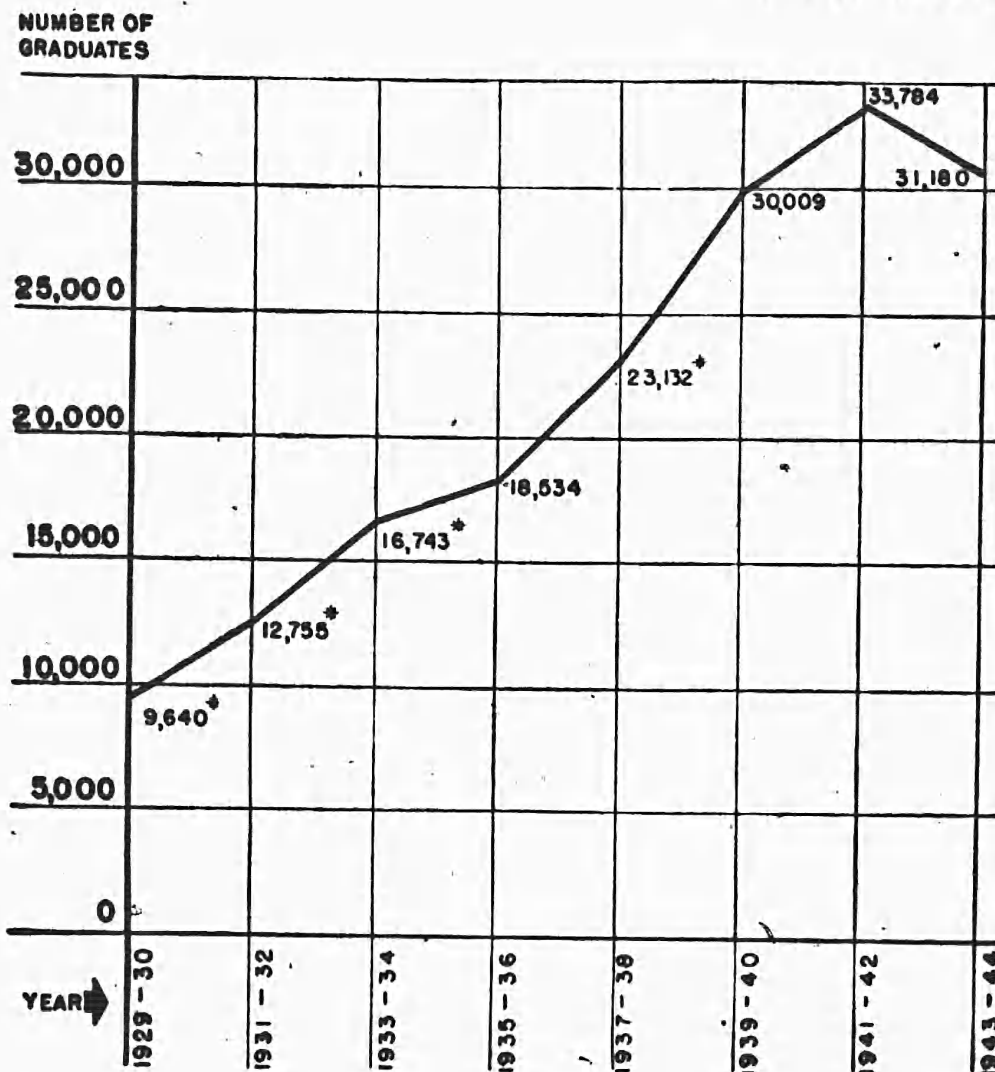


by the increase in high-school enrollment, and by the percentage that the high-school enrollment is of the total school population (figures 2 and 8). In slightly over a decade, from 1930 to 1942, the high-school enrollment increased from 112,586 to 273,188, or 142 percent; and the percentage of the total pupils enrolled in high school increased from 4.9 to 11.4. There was a slight decrease resulting from the War during the following biennium. The most significant feature about the progress in high-school education is the increase in enrollment in the upper years from 1930 to 1940, the rate of which accelerates with each additional year. The percentage increases for designated years are: First year, 107; second year, 123; third year, 146; and fourth year, 163. During the same decade the number of Negro pupils graduating from high school increased from 9,640 to 30,009, or 211 percent, as shown in figure 4, and rose to 33,784 in 1942. By 1948 high-school enrollment had increased to 313,445, with 35,386 graduates. The percent the Negro high-school enrollment is of the total Negro enrollment rose to 12 in 1946.

**Figure 3. INCREASE IN PERCENTAGE NEGRO HIGH-SCHOOL ENROLLMENT IS OF TOTAL NEGRO ENROLLMENT, 1919-20 -- 1943-44**



**Figure 4. INCREASE IN HIGH-SCHOOL GRADUATION AMONG NEGROES:  
1929-30 - 1943-44**



\*  
Estimated from twelfth-grade enrollment

### ***Advancement on higher educational level***

This growth in high-school enrollment and graduation naturally is reflected in greatly increased college enrollments and numbers graduated as shown in figures 5 and 6. The undergraduate enrollment in arts and sciences in all colleges for Negroes increased from 10,303 in 1930 to 29,152 in 1940, or 183 percent. The corresponding increase in enrollment in publicly supported colleges for Negroes was 577 percent. The number graduating from college in arts and sciences increased during the same period from 1,252 to 3,822, or 205 percent.



- In the 1946 spring issue of the *Journal of Negro Education*, Martin D. Jenkins reported an enrollment of approximately 44,000 college students in the fall of 1945, and 5,213 graduates during the year 1944-45. The U. S. Office of Education estimated the enrollment in institutions of higher education for Negroes to be 58,842 in the fall of 1946, of which 18,216 were veterans.

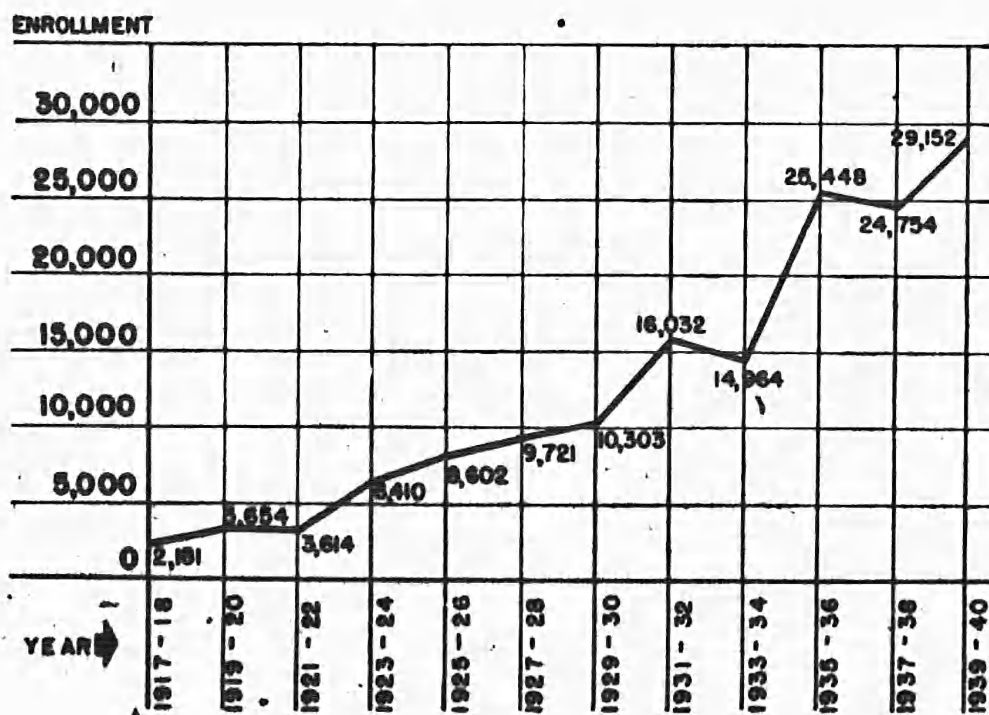
Data presented here are for the segregated schools only in the 17 Southern States and the District of Columbia. Exact data for Negroes in schools and colleges in the Northern and Western States are not available. However, it is conservatively estimated that approximately 5,000 Negroes were graduated from high school in those States in 1940, that approximately 5,000 were enrolled in "mixed" colleges, and that between 300 and 400 were graduated.

Undergraduate professional students such as prospective teachers, prospective social workers, and agriculturists should also be counted as potential recruits. Figure 7 gives some indication of the trends in enrollment of this group.<sup>1</sup> The trends in summer school enrollment

<sup>1</sup> It jumped to 74,173 in 1947, of which 26,306 were veterans. The respective numbers in 1948 dropped to 70,644 and 22,526.

**Figure 5. INCREASE IN ENROLLMENT IN COLLEGES FOR NEGROES:**

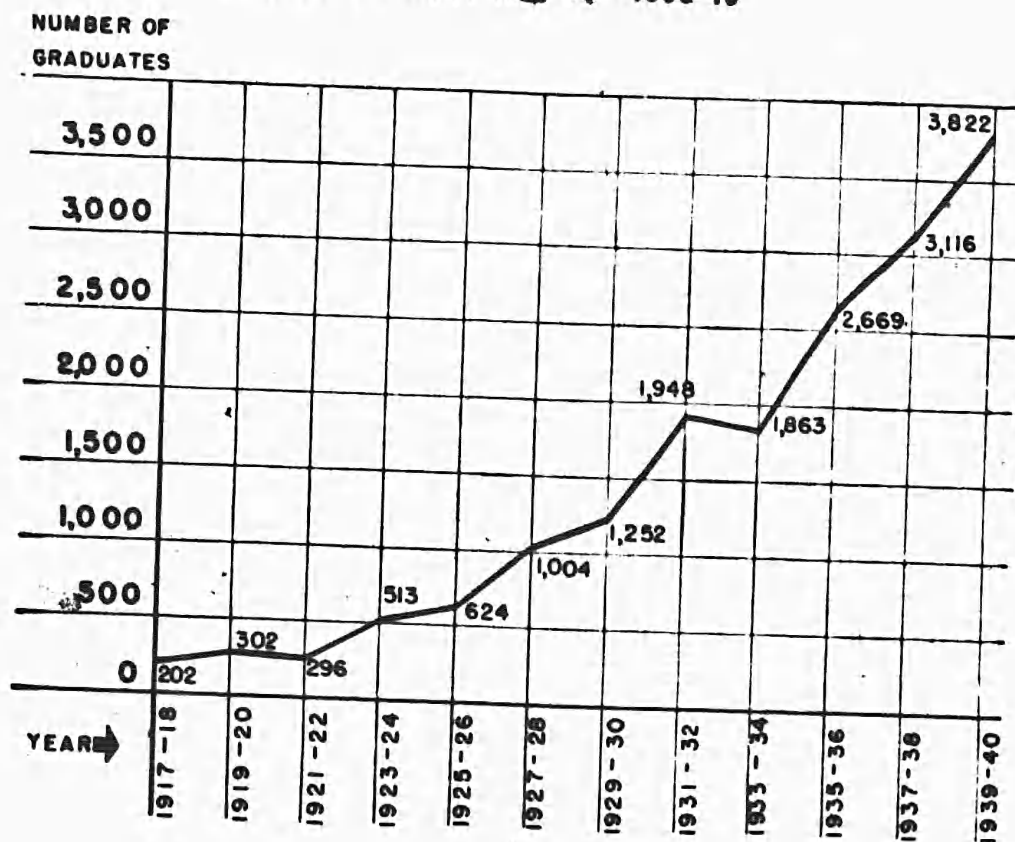
**1917-18 - 1939-40\***



\* Undergraduate Arts and Science only



**Figure 6. INCREASE IN COLLEGE ARTS AND SCIENCE GRADUATION AMONG NEGROES: 1917-18 - 1939-40**



as shown in table 1 are another indication of the upsurge among Negroes toward ever higher educational levels.

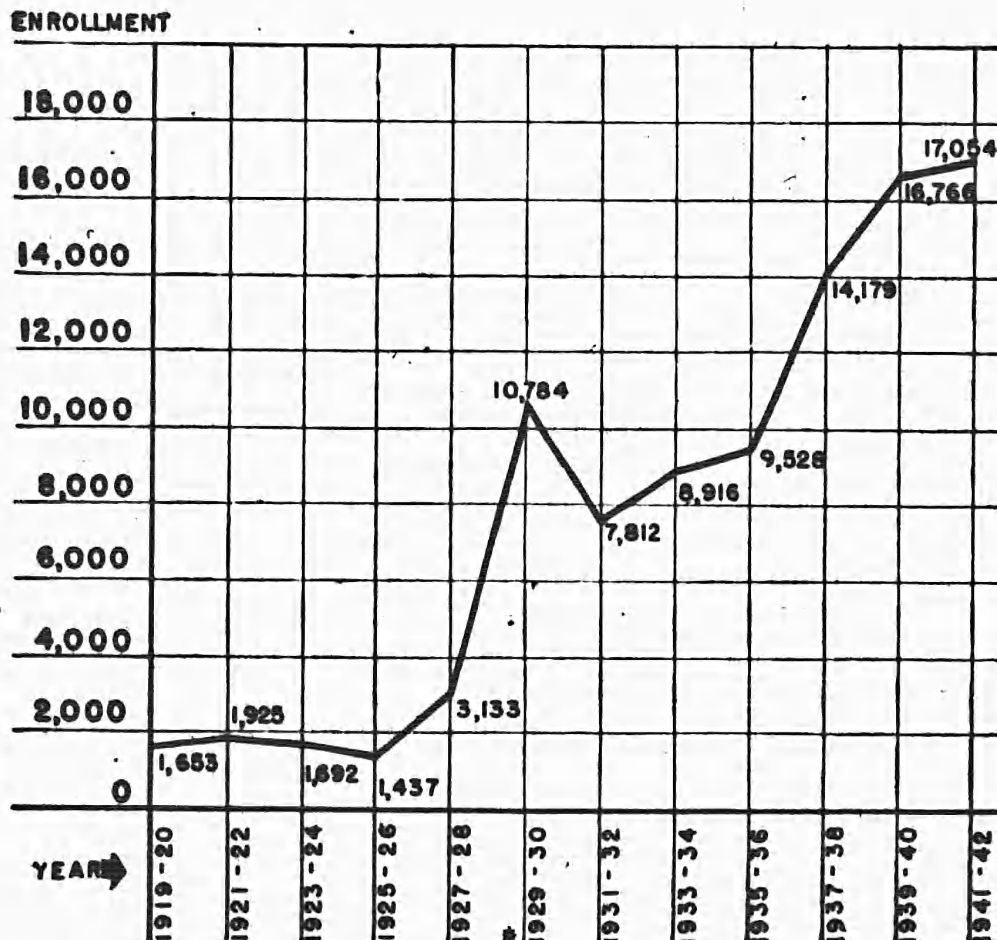
It is difficult to obtain accurate information concerning Negro enrollments in graduate and professional courses at institutions in the North and West. From the best estimates obtainable, it is clear that although the actual numbers are relatively small, there has been a tremendous percentage increase during the past 25 years in enrollments and graduates.

**Table 1.—Trends in enrollments of Negroes in summer school in the 17 Southern States and the District of Columbia**

Year	Enrollment	Year	Enrollment
1925-26	5,347	1935-36	22,857
1927-28	9,108	1937-38	24,690
1929-30	15,435	1939-40	25,800
1931-32	15,872	1944-45	27,000
1933-34	12,989	1945-46	30,553

<sup>1</sup> Estimate of Research and Statistical Service, U. S. Office of Education.

**Figure 7. INCREASE IN ENROLLMENT IN GRADUATE  
AND PROFESSIONAL SCHOOLS: 1919-20-1939-40**



\* INCLUDES TEACHERS COLLEGES FOR THE FIRST TIME.

### ***Implications of educational advancement***

The following important implications are suggested by the trends discussed in previous sections. First, the source of supply of Negro graduate and professional students is growing at an accelerating rate. This is indicated particularly by the rapid increase in high-school and college enrollment and graduation. Second, the accelerating increase of the ratio of enrollment in each succeeding grade and level to the previous grade and level indicates the strengthening of motivation and determination to persevere toward the achievement of intellectual goals, which are qualifications required for success in graduate and professional study. Third, the increase in the numbers of Negroes having larger amounts of schooling provides an atmosphere that is



conducive to intellectual pursuits. Fourth, the educational process involved in this educational advance calls for an ever-increasing number of persons trained on the graduate and professional levels. Fifth, the rising educational level of Negroes makes them more desirous of and capable of using professional services and probably more able to pay for such services, which in turn may serve as an incentive to further graduate and professional study on both a pre-service and in-service basis.

One result of this growing demand is the rapid increase in the number of persons seeking graduate degrees in education at the Negro institutions. In some of these institutions the increased undergraduate enrollment is consuming so much of the energies of faculty members that it is practically impossible to conduct an adequate program of graduate instruction, even if other conditions were favorable. Certain persons who have had an opportunity recently to observe this situation have expressed fear lest the pressure of increased numbers may cause a lowering of standards, a cheapening of the degrees, and, thus, a poorly prepared leadership at a time when the best is demanded.

### ***Racial factors having a deterrent effect***

Most of the conditions considered thus far are those which tend to indicate the need for increased opportunities for graduate and professional study. There are certain other conditions, largely under the control of Negroes themselves, which have a deterrent effect, particularly in limiting their ability to accept and use the opportunities when they come. They are concerned with campus life, family life, and the cultural level of Negroes.

### ***Those frequently found on the campus***

***Responsibilities of the administration.***—A condition frequently found on the campuses of colleges for Negroes which has a harmful effect on the opportunities for students to pursue graduate and professional instruction effectively is the lack of long-range and institution-wide planning. This results in a lack of clearly defined objectives in relation to needs and of adequate programs to achieve them. In such a situation it is not surprising to find little appreciation of the place of research and a lack of budgetary provisions for it. While it is conceded that the total budget for the average institution is inadequate, administrators usually have sufficient latitude to make larger allocations for research than those they now make.

Certain other conditions found on some campuses relate to teachers and are largely the result of lack of budgetary provision and of policies governing leaves of absence. The first condition is the lack



of opportunity to travel, to visit other institutions, to attend professional meetings, and to study and write. These lacks greatly affect the ability of an institution to conduct first-class graduate and professional work. Few things are more stimulating to that type of creativeness which is essential to the conduct and supervision of research and advanced study than the opportunity to get away from one's own classroom, laboratory, and campus and to come into purposeful contact with colleagues in other localities and situations.

Closely related to the condition mentioned above is the frequent lack of encouragement given teachers to explore new fields and to express their findings orally and in writing. Sometimes this lack of encouragement comes from the administrator's feeling that it is not politic for teachers and research workers—especially in certain fields—to advance too near the frontiers of truth. Sometimes the attitude of administrators may be due to lack of vision or jealousy. Whatever the cause, it is not in line with a principle enunciated by the president of the oldest graduate school in America, who said: "Education is nothing if it is not evocative. The work of the graduate school is barren if curiosity and the zest of discovery are subordinate, and if faculty members cease to be frontiersmen in their fields."<sup>1</sup>

A third administrative deterrent to teachers and research workers, as pointed out in the National Survey of Higher Education of Negroes, is the prevalence of unfavorable working conditions, including heavy teaching loads, lack of teaching and research assistants, lack of clerical help, and lack of adequate library and laboratory facilities. The first three deny the teacher adequate time for counseling students, supervising research, criticizing theses, reading, and travel. The last is by far the most important. This lack would not present so serious a problem if, as in some areas at present, all library and laboratory facilities of a given area could be made available to all scholars and research workers.

A fourth deterrent, also revealed by the Survey mentioned above, is a lack of adequate compensation and tenure. As indicated previously, little can be expected from the graduate and professional instruction by teachers until their salary and tenure are such as to give them a greater sense of well-being and security.

In many different ways, it is within the power of the administrators to set the tone of the campus. They largely determine whether there shall be order, quiet, and scholarly discipline or whether the atmosphere will be characterized by confusion, lack of cooperation, and uncertainty. If the latter condition prevails, it will be difficult for

<sup>1</sup> Bowman, Isaiah. *The Graduate School in American Democracy*. Washington, U. S. Government Printing Office, 1939. (U. S. Office of Education, Bulletin 1939, No. 19.) p. 17.



research and graduate and professional instruction to be conducted on a high plane.

*Attitudes of some faculty members.*—While conditions for which the administration has been largely held responsible are serious, faculty members cannot absolve themselves from responsibility for assuring some of the conditions which will make research and graduate and professional instruction what they should be. Some instructors have assumed this responsibility with great success in spite of administrative handicaps. Other teachers have high intellectual attainments yet lack some of the essential qualities to conduct a modern program of graduate and professional instruction.

One important deficiency of some of the faculty personnel is lack of maturity, not so much in the chronological sense as in that of balance, understanding, wisdom, and those other qualities usually connoted by the term scholarship. It is understandable how, in recent years, the desire for accreditation and academic respectability and the pressure to offer graduate and professional work at times caused certain administrators to overemphasize academic qualifications in the choice of teachers. However, it is hoped that the time has now arrived when administrators will be able to find a larger number of academically qualified teachers who also have breadth, curiosity, consecration, and that intellectual integrity which come from rigorous self-discipline. A person with such maturity will have a proper sense of values, will be able to distinguish between academic freedom and license, and will have persistence so as not to allow himself to be drawn away from his scholarly pursuits by transitory and superficial interests which often absorb an excessive amount of time, effort, and money. Some of the social activities that are popular around certain college campuses are not conducive to a scholarly atmosphere and endeavor and are detrimental to the character of students as well as of faculty members. Teachers who are really interested in promoting Negro leadership through graduate and professional instruction must not only refrain from indulging in these detrimental activities, but must use their influence in correcting such conditions on their campuses.

Closely related to the lack of maturity of certain college teachers is a growing cynicism among them. Inadequate salary and poor working conditions are among hindrances which frequently result in indifference and finally in frustration. This, in turn, develops faulty attitudes and ideals, a continuance of which may lead to cynicism.

One important antidote for cynicism is a lively and wholesome interest in people, a lack of which is another deficiency found among certain teachers. Insistence on mastery of subject matter during the pursuit of higher degrees frequently skews a person's sense of values,



and he forgets that knowledge, facts, and processes all have worth only insofar as they help people to think better; work more efficiently; be more effective, healthful, and happy citizens, and more useful and worthy members of families. Extreme subject-mindedness causes some teachers to overemphasize the "training of the mind" without regard to other phases of the student's personality. Thus, they not only disregard the moral character of students, but disavow responsibility for helping to mold it. Since personality is indivisible, exclusive attention to the mind, which is only one phase of it, results not only in a warped personality but in less effective intellectual development.

A study of higher education in relation to the current social scene indicates that there is needed today not only a greater devotion to scholarly endeavor, but also a reconsecration to the ideal of service. When both scholarship and service are pursued with zeal and a sense of mission, the graduates of the institutions of higher learning will become a much greater force for progress, peace, and good will throughout the world.

#### *Those in the family life of Negroes*

Approximately one-fourth of the Negro population in the United States is functionally illiterate. This low educational status, together with poverty, has a tremendous effect on the immediate members of the family. Some of the results may be seen in poor school attendance, high pupil mortality, poor health, and family disorganization, all of which are characteristic of any low economy group.

The high rate of sickness among Negro families has kept many a promising student from pursuing higher studies, or from reaching as high a level of attainment of which he is capable. The distractions incident to sickness in the home and the resultant consumption of time, money, and energy have kept many a budding genius or person of high intellectual potentialities from developing into a resource of strength and leadership for the Nation.

Another factor in the average Negro family which has a more or less deleterious effect on its members who are following intellectual pursuits is the "social distance" between the family and these members. Frequently there is a lack of understanding and appreciation of what the student is attempting, and a lack of the kind of encouragement and motivation that come from stimulating conversation and other influences such as books and hobbies. Frequently members of the family unwittingly encroach upon the time and energy of the student, who, in a desire to be sociable, may allow himself to be drawn into activities which distract him from his goals. He withdraws to himself or begins



to associate with persons of similar interests, at the risk of being misunderstood or of alienating himself from his family and neighbors.

Unintelligent and blind acceptance of unsound interpretations of the Bible, superstitions toward certain ailments, or physical, mental, and emotional maladjustment have often prevented the use of scientific methods in combatting disease or in advancing knowledge. As Negroes improve the status of their families, the future source of their supply of trained leaders will automatically be broadened and enriched.

***Those relating to the cultural level of Negroes***

***Economic factors.***—Many of the problems confronting Negroes stem from a lack of finances to pursue advanced study. One such problem is that of diminishing scholarship aid from philanthropic sources, as pointed out elsewhere in this report. The Negro churches, fraternities, and business establishments are beginning to provide some assistance, but whether or not they can fill the gap adequately is highly problematic.

Another problem growing out of a lack of funds, which affects Negroes' efforts to advance intellectually, is the necessity to work while pursuing their studies. This necessity may cause them either to neglect their studies or their health and recreational interests. It is recognized that some of our most outstanding scholars and leaders worked their way through school; but the fact cannot be ignored that it is becoming increasingly difficult to do this. Moreover, because of the increasing standards in our institutions and of the ever-growing demand for leaders in all walks of life, it becomes imperative that we increase the number of persons who pursue graduate and professional studies without the handicap of too great financial burdens.

In-service teachers who are continuing their studies or attempting to conduct research are also handicapped because of lack of funds. Many such teachers engage in extra work in order to supplement their income or to supplement their too meager scholarship aid. This may affect not only their teaching but also the quality of their research or study. The lack of a sense of security is frequently most damaging to intellectual pursuits. It often diverts the scholar from his main course and causes him to pursue interests which offer immediate monetary rewards rather than those which will eventually result in the improvement of life. It engenders fear, timidity, caution, and inhibitions which are deterrents to the adventurous, expansive spirit needed in research and professional growth.

***Biographical factors.***—While there have been certain individual Negroes who have made great achievements in research and the pro-



fessions, there have been relatively too few to serve as motivating forces in the lives of the masses of Negro students. Until recently there have been only a few scattered efforts to disseminate widely information about such Negro leaders. In fact, there are too few textbook writers and publishers who seem willing to tell the whole truth about Negroes' participation in the discovery, settlement, and development of the Nation, and of their contribution to the advancement of knowledge. This subject, which itself offers a rich field for research, has just begun to be consistently explored. As graduate students and scholars are encouraged to continue this exploration, facts about the contributions of Negroes will undoubtedly multiply and will serve as incentives to further endeavor, as well as provide a scientific basis for a greater "sense of belonging" than many Negroes now have.

Because of what seems to be an erroneous attitude of certain persons concerning Negro life as a subject of research, it should be pointed out that increase in the literature about the contributions of Negroes and its wide dissemination are in themselves contributing factors in lifting the cultural level of this racial group. While every Negro researcher should not be expected to select a subject in Negro life, no competent Negro student who has such an interest should be discouraged from following it.

*Social factors.*—The minority group status of Negroes has given them little opportunity to develop many of the qualities which are essential in research and in graduate and professional study. Some of these qualities are: The ability to plan—to set goals and devise the means for their attainment; the habit of sustained interest; and self-direction and self-discipline. These traits can develop into their highest fruition only when men are free to make their own choices, to select their own associates, to demand their inalienable rights, and to assume the full responsibility of their conduct. The fact that Negroes have not enjoyed such freedom has an unfavorable conditioning effect on them as they pursue graduate and professional studies and practice the professions growing out of such studies, and it places upon them an additional burden in overcoming their handicaps.

One example of the Negro's lack of opportunity to enjoy full citizenship is the difficulty he has encountered in becoming a member of certain scholarly and professional organizations, and in being promoted to the higher and more skilled jobs in certain occupations. These hindrances not only keep him from many of the "secrets of the trade," but also dull his interest and enthusiasm, and often check the development of an idea or process. Such practices, in addition to developing frustrations, may also deprive the Nation of excellent contributions.



As these and other barriers are removed and Negroes are more fully integrated into American life, there will be a corresponding increase in the demand for, and ability to make use of, opportunities for graduate and professional instruction.

The final social factor to be discussed here is concerned with the question of the extent to which the scholar should serve society. Scholarship is a hard taskmaster; so is the public. He who tries to serve both is in a difficult position; but unless the scholar also senses his social responsibility, his scholarship is likely to be less effective. Because the public expects the scholar to give some guidance to social action in implementing his findings, persons of talent are often overburdened or diverted from their main course. This is particularly true among groups that have a dearth of leadership, and among less-advanced people who often impute to a person qualities of leadership in one field because he possesses them in another. Negroes are characterized by both these conditions, hence public pressure or personal ambition often causes talented members of this race to become so deeply involved in social action programs that they are lost to the field of research and scholarly endeavor. It is believed that as the number of trained leaders increases and the quality of the training improves to the point where graduates will have a greater degree of maturity, the condition described here will be corrected.

The time is ripe for a great expansion in the field of research and graduate and professional instruction of Negroes. Recent developments have aroused the dominant group to the necessity of providing such opportunities. From seeing members of their own race achieve, Negroes are rapidly gaining a sense of their potentialities and greater confidence in their ability to contribute to the store of knowledge and processes of civilization.

As the trends mentioned here continue to develop, and as the conditions discussed throughout this section are corrected, Negroes will increasingly need graduate and professional instruction. And by the same token, their ability to make effective use of such instruction will grow.





## Regional Influences

### ***The Negro population in the South***

Approximately 10 million Negroes live in the Southern States. These constitute three-fourths of the total Negro population in the Nation and about one-fourth of the total population in the southern region. Approximately 1 million Negroes live in each of the States of Mississippi and Georgia, representing 49.2 percent and 34.7 percent, respectively, of the total population. In Alabama and North Carolina there are over 900,000, representing 34.7 percent and 27.5 percent, respectively, of their total populations. Only 4 States—Maryland, Kentucky, Oklahoma, and West Virginia—have fewer than 400,000 each. Two and one-half million Negroes are concentrated in 180 counties of the South, in each of which they represent 50 percent or more of the total population.

Although considerable migration has taken place and continues to take place, it may safely be said that the South is the home of Negroes. While they are a minority group, they are not an immigrant or an alien group. They are indigenous to the region, having been identified with



it from the time of its settlement and having contributed to its development through practically every human activity. In view of the significant place that Negroes hold in the South, whatever affects the South affects them, and whatever affects them affects the South. It follows, therefore, that the problems of the South can be solved effectively and permanently only as Negroes share in their solution and are given an equitable opportunity to prepare themselves to accept their share of responsibility for regional development.

Brown emphasizes this point in the following statement:

... the fullest utilization of the human resources of the South depends on the lifting of the educational level of the total population, and also on a wider distribution of both responsibilities and rewards. So long as the Negro population is arbitrarily shut off from the duties and the privileges of full citizenship this region of the Nation is attempting to overcome its handicapped position with only a part of its available human resources.<sup>1</sup>

### ***Economic and social conditions in the South***

The major problems of the South which require constructive leadership for their solution may be classified as economic and social. Some of the economic conditions of the South which require careful and long-time study on the part of an increasing number of highly trained persons are: Colonial and extractive economy, the one-crop and tenancy system, wasteful use and management of land and other natural resources, lack of technological development, absentee ownership, discriminatory freight rates, and large population in relation to farm acreage.<sup>2</sup>

Among the social problems which are accentuated in the South and which require careful scientific study, the following are particularly serious: (a) Poverty, (b) insecurity, (c) mobility, (d) lack of initiative, (e) poor housing, (f) dietary deficiency, (g) lack of sanitation, (h) poor health and disease, and (i) cultural deprivation. Many of these problems, together with a whole complex of habits, practices, and conditions, stem from the cotton economy. The conditions mentioned here call for leadership of a high order and present problems which can be corrected only by the most rigid application of science. In regard to the need of such leadership, Odum states that the southern regions "are characterized by an extraordinary chasm between potentialities as indicated by resources and actualities as measured by

<sup>1</sup> U. S. Office of Education. Federal Security Agency. National Survey of the Higher Education of Negroes: Socio-Economic Approach to Educational Problems, by Ina C. Brown. Washington, U. S. Government Printing Office, 1942. (Misc. No. 6, Vol. I), p. 103.

<sup>2</sup> Ibid., chs. III and IV.



facts." He further says that sectionalism has conditioned the South "to isolation, individualism, ingrowing patriotism, cultural inbreeding, civic immaturity, and social inadequacy."<sup>3</sup>

In spite of these adverse conditions, there are several factors at work which seem to indicate an improvement in the outlook for Negroes generally, and hence, increased opportunities for those trained on the graduate and professional levels. An important one, of course, is the industrialization and urbanization of the South. This means minimizing cotton culture and mechanization and diversification of farming. Brown's study showed that the Negroes' cultural and educational indices and their opportunities generally were limited by "a cotton economy and lack of industrialization and ruralization."<sup>4</sup> The regional trends mentioned above will naturally be affected by what happens in certain areas on the national level.

### ***Educational inequalities in the South***

*Elementary schools.*—Educational inequalities suffered by Negroes in the South have affected the number of persons prepared to pursue graduate and professional instruction and the quality of their preparation. The existence of these inequalities has made it difficult for the few who did manage to prepare themselves to pursue advanced training.

One example of inequality is given in table 2, which shows the disparities between the two racial groups in current expense per pupil in 1943-44. For Negroes it was \$36.97; for whites, \$84.79, or 129 per cent greater. The percentage by which the expense per white pupil exceeds the expense per Negro pupil in the different States ranges from -7 to 499. Another important index of inequalities is the difference between the two races in teachers' salaries, shown in table 3. Studies<sup>5</sup> have shown that school attendance among Negroes is influenced by several factors, among them being availability and accessibility of schools, the appeal of the school program, and the enforcement of school compulsory attendance laws. As problems involved in these matters have approached solution, enrollment and attendance in school have improved.

<sup>3</sup> Odum, Howard W. *Southern Regions of the United States*. Chapel Hill, The University of North Carolina Press, 1936. (Introductory Note ix; p. 13).

<sup>4</sup> *Op. cit.*, p. 64-65.

<sup>5</sup> U. S. Department of the Interior, Office of Education. *Availability of Education to Negroes in Rural Communities*. By Ambrose Caliver. Washington, U. S. Government Printing Office, 1935. (Bulletin 1935, No. 12.)

———. *Rural Elementary Education Among Negroes Under Jeanes Supervisors*. By Ambrose Caliver, Washington, U. S. Government Printing Office, 1933 (Bulletin 1933, No. 5).



*Inequalities in high school.*—In 1938-39, 87 counties in the South having a Negro population that was 12½ percent or more of the total had no high-school facilities for Negroes. There were over 400,000 Negroes in these counties and nearly 46,000 of high-school age. In another 115 counties with the same population ratios, there were no 4-year high-school facilities. There were 832,000 Negroes in these counties, over 100,000 of whom were of high-school age. These out-of-school youth represent a tremendous waste of human resources. With adequate educational facilities, many of these youth might have become capable of pursuing graduate and professional studies and, eventually, made significant contributions to the solution of the South's major problems.

**Table 2.—Comparison of current expense per pupil, by race, in 11 Southern States, and percent cost per white pupil is greater than per Negro pupil, 1943-44<sup>1</sup>**

State	Current expense <sup>2</sup>		Percent cost per white is greater than cost per Negro pupil
	White	Negro	
1	2	3	4
Total	\$64.70	\$36.97	139
Alabama	70.20	25.65	174
Arkansas	61.03	25.81	136
Florida	96.96	47.44	102
Georgia	73.79	23.63	212
Louisiana	121.32	40.25	201
Maryland	115.82	90.82	27
Mississippi	71.65	11.96	499
North Carolina	71.60	50.07	43
Oklahoma	88.13	95.21	-7
South Carolina	82.43	26.89	207
Texas	92.69	63.12	47

State	Current expenditure per pupil in average daily attendance, 1945-46		Percent cost per white pupil is greater than cost per Negro pupil, 1945-46
	White	Negro	
1	2	3	4
Alabama	885.46	\$37.59	127
Arkansas	74.11	24.93	112
Delaware	158.04	125.12	26
Oklahoma	111.20	118.32	-6
Florida	118.67	61.75	92
Georgia	82.67	31.14	165
Louisiana	136.12	43.81	211

<sup>1</sup> Comparable data were received by the Office of Education from only 11 States. Other Southern States did not report their data by race.

<sup>2</sup> Less interest.



Much improvement has taken place during the succeeding biennium in a majority of the Southern States, as shown in the table at the bottom of the preceding page.

**Table 3.—Annual salaries paid white and Negro teachers, 1943-44 (includes principals)<sup>1</sup>**

State or District of Columbia	Average salary per number of instructional staff		Percent white instructional salaries is greater than Negro instructional salaries
	White	Negro	
1	2	3	4
Total .....	\$1,339	\$929	44
Alabama .....	1,158	661	75
Arkansas .....	924	555	66
Delaware .....	1,953	1,814	8
Florida .....	1,590	970	56
Georgia .....	1,123	515	118
Kentucky .....	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Louisiana .....	1,063	828	103
Maryland .....	2,025	2,002	4
Mississippi .....	1,107	342	224
Missouri .....	1,397	1,590	( <sup>2</sup> )
North Carolina .....	1,360	1,249	10
Oklahoma .....	1,428	1,438	
South Carolina .....	1,203	615	96
Tennessee .....	1,071	1,010	6
Texas .....	1,365	946	47
Virginia .....	1,364	1,129	21
West Virginia .....	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
District of Columbia .....	2,610	2,610	0

<sup>1</sup> There has been considerable improvement in a majority of the States during the last biennium (1942-43) as shown in the footnote of table 7.

<sup>2</sup> Data not available.

<sup>3</sup> Higher salaries due to the fact that most Negro schools are in cities.

In spite of these disadvantages, Negroes have pressed forward and have taken advantage of the limited facilities provided, as reflected in the increases in their average daily attendance. For example, the percentage increases in elementary, high-school, and total average daily attendance from 1930 to 1940 for Negroes were, respectively, 7.6, 182.7, and 14.0. The corresponding percentages for white children were — 3.0, 63.4, and 10.1.<sup>4</sup>

According to the 1940 census, the following percentages of the designated age groups of whites and nonwhites (96 percent Negro) were enrolled in school:

<sup>4</sup> Southern States Work-Conference on School Administrative Problems. Improving Education in the Southern States. Report of the Committee on State and Local Financing of Public Schools. Daytona Beach, Fla., The Conference, 1941. (Bulletin No. 1, 1941.)

## EDUCATION OF NEGRO LEADERS

	Age groups	
	14-17	18-21
UNITED STATES:		
White -----	80.7	20.7
Nonwhite -----	68.2	14.0
SOUTH:		
White -----	72.3	18.9
Nonwhite -----	64.4	12.4

*Inequalities in higher education.*—On the higher educational level some indication of the inequalities may be seen from the following figures: Considering the 18- to 21-year age group as the college population, the percentage of Negroes of this age group attending school according to the U. S. Census, was 14.0 in 1940 as compared with 20.7 for whites. In 1938-39 the ratio of Negro college enrollment to the total Negro population was 1 to 306, as compared with 1 to 100 for whites. The ratio of Negro college enrollment to the total Negro population 18 to 21 years of age was 1 to 24; whites, 1 to 7. If equality of educational opportunity prevailed, the ratios would of course be expected to approach each other. Certain facts relative to Negro enrollments and graduation on the higher levels follow:

\* \* \* the 14 institutions now offering work on the graduate level report a total of 576 graduate students enrolled during the fall term 1944, distributed by sex as follows: male, 30 percent; female, 70 percent. The enrollment during the entire school year 1944-45 in 13 institutions including the summer session, was 2,165 students, of whom 75.7 percent were women students.

Graduate degrees were conferred on 248 students, divided by sex as follows: male, 31 percent; female, 69 percent.\*

One example of inadequacies on the professional level may be seen in the medical field. In 1941-42 there were 6,580 white students enrolled in accredited medical schools of the South. There were 100 Negro students enrolled in the two Negro medical schools (Morehouse and Howard). Whites and Negroes represent respectively 77.22.3 percent of the total population in the South (nonwhites other than Negro excluded), but the white medical school enrollment represents 94.04 percent of the total medical students of the South, while Negroes represent the remaining 5.96 percent. If educational opportunities were equal, it would be presumed that the Negro population would produce proportionately as many medical students as the white population, but such is not the case. The ratio of the Negro-white population in the South was about 1 to 3.5, while the ratio of the Negro-white medical students was 1 to 15.8.

\* Jenkins, Martin D. Current Trends and Events of National Importance in Negro Education—Section A: Enrollment in Institutions of Higher Education for Negroes, 11 *Journal of Negro Education*, 15: 236, spring 1946.



The following summary of findings of the National Survey of the Higher Education of Negroes gives further indication of inequalities of educational opportunity on the higher levels:

1. The scope of undergraduate offerings available in institutions for the higher education of Negroes is much narrower than that in the higher institutions for white persons, both in the entire geographical region and in each of the several States. Although at least one undergraduate college for Negroes is located in each of the Southern States, many of the fields of specialization available to white persons are not available to Negroes. This situation constitutes a definite limitation upon the educational opportunity of Negroes within each of the several States.

2. Relatively little graduate work is available in institutions for the higher education of Negroes. Only a limited program of work is offered in those States in which graduate work is available. No State makes adequate provision, when measured in terms of its provision for white persons, for the graduate education of Negroes.

3. Although at least one institution for white persons in each of the States is approved by the Association of American Universities, no public institution for Negroes is so approved. Further, in more than half of the States (9) no public institution for Negroes is approved by a regional accrediting agency. Thus, in each of the States the public institutions for Negroes are inferior qualitatively to the public institutions for white persons.

4. Professional offerings are virtually nonexistent in public institutions for Negroes and are available in only a few private institutions. No State which provides racially separate facilities at the level of higher education provides adequate facilities for the professional education of its Negro citizens.<sup>6</sup>

The implications of these inequalities are given in the following conclusions:

Limitation of the availability of graduate and professional offerings . . . not only limits the opportunity of the individual but also deprives society of services which are essential to its well-being and progress.<sup>7</sup>

and

Every thoughtful person who has written on Negro education has noted the necessity for a better quality of leadership. If it is assumed that first-rate educational institutions contribute to the development of such leadership, it is to the graduate schools for Negroes that the South must look for training of Negro leaders.<sup>8</sup>

In further confirmation of these conclusions, Charles Johnson reports that "of the 1,476 master's degrees earned by Negroes from

<sup>6</sup> National Survey of the Higher Education of Negroes, Volume II, General Studies of Colleges for Negroes. p. 21-22.

<sup>7</sup> Ibid., 12.

<sup>8</sup> Holmes, Mary B. Graduate Work in the South. Chapel Hill, The University of North Carolina, 1946. (Chapter VI, Graduate and Professional Work for Negroes.)



1914 to 1936, only 352, or 25 percent, were granted by Negro colleges." The 455 doctor's degrees earned by Negroes have all been granted by northern colleges, since there is no institution in the South where Negroes may earn this degree. McCuistion reports that—

\* \* \* the region where 80 percent of the Negroes reside has trained less than 25 percent of the leaders available during the past 25 years. The lack of well-trained leadership in certain fields is especially pronounced. Agriculture, which engaged 65 percent of all Negroes gainfully employed in the South in 1930, had a college-trained leadership of 77 persons, or approximately 1 percent of the 7,372 living graduates from nonprofessional Negro colleges.<sup>21</sup>

He further states that "general reaction to legal action and to court decisions will develop unusual interest in graduate instruction . . ." and by implication will increase the demand for trained leaders.

*Inequalities in benefits from Federal funds.*—Another example of the fact that Negroes do not participate fully in many of the cultural, scientific, and technological enterprises is the small share they receive of the Federal funds which are appropriated annually for educational and research purposes. In practically all the Southern States there are glaring inequalities in the amounts received by Negroes from most of the Federal funds appropriated for such purposes. The facts concerning the Federal funds for vocational education and teacher training are given in table 4.

It should be pointed out that these funds are allotted on the basis of the total population. However, according to the data presented, the amount received by Negroes was over \$400,000 less than their share of the allotments.

According to the 1947 reports received by the Office of Education from the 17 Southern States, there has been only a slight increase (0.8 percentage points) in the proportion of the total Federal funds allotted to Negroes.

The inadequacies indicated here are significant, since, from the standpoint of guidance, technical engineering, and certain kinds of scientific instruction in institutions of higher learning have a relation to similar instruction at the high-school level. The seriousness of the

<sup>21</sup> McCuistion, Fred. *Graduate Instruction for Negroes in the United States*. Nashville, Tenn., George Peabody College for Teachers, 1939. (Contributions to Education, No. 255.) p. 24.



**Table 4.—Total expenditures from Federal funds for vocational education and teacher training for all schools and for Negro schools, Negro percentages of expenditures and of total population, amounts due Negro schools on the basis of population ratio, and amounts diverted from Negroes, in 18 States, 1934-35<sup>1</sup>**

State	Expenditures for—		Negro percent- age of—		Amount due Negroes	Amount diverted from Negroes	Amount ex- pended for Negro schools per \$1 due Negroes
	All schools	Negro schools	Ex- pendi- tures	Popu- lation			
<b>18 States.....</b>	<b>\$2,624,275</b>	<b>\$254,934</b>	<b>9.8</b>	<b>21.4</b>	<b>\$777,725</b>	<b>\$432,991</b>	<b>\$0.46</b>
Alabama.....	214,562	27,831	13.0	35.7	76,599	48,768	.36
Arkansas.....	178,784	27,105	15.2	25.8	46,126	19,021	.50
Delaware.....	40,024	2,079	5.2	13.7	5,483	3,404	.38
Florida.....	111,958	12,868	11.5	29.4	32,916	20,048	.39
Georgia.....	265,483	32,088	12.6	36.8	94,018	61,930	.34
Kentucky.....	198,109	4,052	2.1	8.6	17,037	12,985	.24
Louisiana.....	165,975	25,591	15.4	36.9	61,245	35,054	.42
Maryland.....	97,165	2,555	2.6	16.9	16,421	13,866	.16
Mississippi.....	192,314	33,490	17.4	50.2	96,542	63,052	.35
Missouri.....	265,756	3,643	1.4	6.2	16,477	12,834	.23
New Jersey.....	272,594	7,113	2.6	8.2	14,175	7,062	.50
North Carolina.....	262,466	27,310	10.8	29.0	73,215	45,896	.37
Oklahoma.....	189,369	18,409	9.7	7.2	13,635	—4,774	1.35
South Carolina.....	164,619	18,673	9.5	45.6	75,066	59,393	.21
Tennessee.....	222,520	18,974	8.5	18.3	40,721	21,747	.47
Texas.....	501,157	67,091	13.4	14.7	73,670	6,579	.91
Virginia.....	214,005	26,147	12.2	26.8	57,353	31,206	.46
West Virginia.....	97,421	2,986	3.0	6.6	6,430	3,524	.45

<sup>1</sup> The Advisory Committee on Education. *Special Problems of Negro Education*. Washington, U. S. Government Printing Office, 1939. (Staff Study No. 12.) p. 99.

situation becomes more apparent when it is realized that with the exception of—

• • • a few classes in electricity and auto mechanics, practically all the instruction in evening and all-day classes was in the so-called simple occupations which are slightly if at all related to the kind of technical work with which we are concerned here. In the part-time classes most of the instruction was devoted to custodial work and school bus operation. It may safely be said that the typical offerings consisted of janitorial services, tailoring, upholstering, and woodwork.<sup>22</sup>

Table 5 presents the trends in funds allotted for agricultural extension work in 16 States and the amounts and percentages expended for Negroes from 1925 to 1937.

<sup>22</sup> Calliver, Ambrose. Unpublished paper presented at the Howard University Conference on the Postwar Outlook for Negroes in Small Business, the Technical Vocations, and the Engineering Professions, April 10, 1946.



The same general inequalities pointed out in the expenditure of vocational education funds are also found in the expenditure of agricultural extension funds. Facts revealed in Table 5 indicate that Negroes fail to receive a proportion of the funds which they should receive according to their ratio to the total population. It is generally known among persons familiar with Federal appropriations for education that Negro institutions receive practically no Federal funds for research and experimentation programs; nor do they participate in the programs of the white institutions. This has the effect of excluding from the programs of experimental stations many potential research projects relating to the special needs and interests of Negroes. Moreover, they lose the opportunity to develop research workers, scholars, and leaders that would be provided through the kinds of activities conducted in experimentation stations.

**Table 5.—Total Federal, and State and local funds allotted for agricultural extension work in 16 States, and amounts and percentages expended for Negroes, by fiscal year, 1925 to 1937<sup>1</sup>**

Year ending June 30	Funds allotted for extension work			Expenditure for work among Negroes	
	Total	Federal	State and local	Amount	Percent of total
1	2	3	4	5	6
1925.....	\$7,613,801	\$3,322,751	\$4,291,050	\$431,502	5.7
1929.....	9,002,117	4,098,969	4,903,148	509,574	5.7
1931.....	10,244,467	4,515,944	5,728,523	500,134	5.5
1932.....	10,153,309	4,528,149	5,625,161	561,785	5.5
1933.....	9,278,684	4,493,785	4,784,899	534,473	5.8
1935.....	8,096,113	4,134,894	3,961,219	509,995	6.3
1936.....	12,623,200	8,329,086	4,294,114	741,060	5.9
1937.....	13,044,284	8,538,740	4,505,544	804,657	6.2

<sup>1</sup> The Advisory Committee on Education. *Special Problems of Negro Education*. Washington, U. S. Government Printing Office, 1939. (Staff Study No. 12) p. 121.

For the year ending June 30, 1947, the total funds allotted for agricultural extension work in the 17 Southern States amounted to \$24,192,734.93. The corresponding amount for Negroes was \$2,044,178.66, or 8.8 percent, of the total—an increase of 2.6 percent over 1937.

Although these inequalities were pointed out 10 years ago, and other persons had pointed them out even earlier, very little has been done to correct them. The inequalities discussed in this section not only limit Negroes in their preparation for and efforts to pursue graduate and professional studies, but they also result in depriving the South and the entire Nation of developed talents which might furnish the quality of leadership needed to help toward the solution of some of the particularly vexatious problems.



In discussing these inequalities, it should be pointed out that the Federal funds are distributed equitably among the States, and that, in general, the State funds are also distributed equitably among the local administrative units. The discrimination that exists is largely due to the distribution of these funds within the local administrative unit.

One way of lessening such discrimination is to incorporate an equalization clause in Federal appropriation acts. Examples of acts containing such a clause are the so-called Second Morrill Act of 1890, and the Nelson Amendment of 1907, providing Federal funds annually for certain educational programs of the land-grant colleges. Under this Act the institutions for Negroes have generally received an equitable share of the Federal funds that are distributed to the States. Other examples are found in some of the legislation and administrative directives concerned with WPA, NYA, PWA, and Federal Housing.

Experience has shown that where such safeguards are not included in the legislation, almost invariably discrimination prevails in the distribution of the funds on the local level; and that where such safeguards are included, they are accepted favorably by State and local administrative authorities and discrimination is reduced to a minimum.

### ***Scarcity of capable white leaders and facilities for training them***

In the face of the problems confronting the South, it is alarming to find how large a proportion of the capable leaders in the South are leaving that section. Wilson Gee reports that 45 percent of the southern-born social scientists listed in the 1930-31 issue of *Who's Who in America* had located outside the South. He also reported evidence that the scientists who leave the region are more often superior in their respective fields than are those who come into the South from other areas. If this situation still prevails, it is a matter of serious concern to those who have a genuine interest in the welfare of the South and the Nation. Ina Brown attributes this situation to two different factors: First, the lack of superior graduate facilities in the South which causes many students who do their graduate work outside the South to remain away; and, second, the superior opportunities offered for teaching and research outside the South.<sup>13</sup>

The presence of well-trained leaders in an area influences greatly the intellectual atmosphere of that area, and, hence, the amount of stimulus and incentive given young people to pursue higher studies.

<sup>13</sup> Brown, op. cit., p. 23.

As long as the conditions described here exist, the task of improving the graduate and professional educational opportunities for Negroes is all the more difficult. However, in spite of this dearth of leadership, there are forward-looking white persons in the South who are doing what they can now to improve educational opportunities for Negroes.

***Efforts to improve educational conditions for Negroes***

*Facilities and standards.*—There are many evidences of efforts to improve educational conditions for Negroes in the South. For example, the number of counties having no high-school facilities for Negroes was reduced from 230 in 1930 to 87 in 1939, and the number of children so affected from 158,939 to 45,669. Counties not providing 4-year high-school facilities were reduced from 195 to 115, and the number of children so affected, from 197,242 to 101,633. Before 1920 fewer than 20 percent of the Negro high schools were accredited; today approximately 40 percent are accredited by State departments of education or their regional accrediting associations (as compared with approximately 75 percent of the white high schools). Efforts to expand opportunities for Negroes are also evident in the increase in the number of administrative and instructional staff in Negro colleges, universities, and professional schools as shown below.

***Administrative and instructional staff***

<i>Year</i>	<i>Number</i>	<i>Year</i>	<i>Number</i>
1917-18	1,189	1931-32	3,029
1919-20	1,516	1933-34	2,911
1921-22	1,842	1935-36	3,833
1923-24	2,065	1937-38	3,784
1925-26	2,160	1939-40	4,372
1927-28	2,525	1941-42	4,341
1929-30	2,147		

The total income for current purposes in the publicly controlled higher institutions for Negroes increased 502 percent from 1910 to 1938; for the privately controlled institutions, 365 percent. Publicly controlled institutions for Negroes had an increase of 722 percent from State and local funds during this period, the value of their buildings and grounds increased 694 percent, and their equipment 964 percent.



Certification standards for Negro teachers have also improved, resulting in a higher level of training. Although the training of Negro teachers is still low in comparison with that of white teachers, it has been increasing consistently for the past several years. Table 6 shows the comparative training of these two groups of teachers. In 1939-40—

Only 33 percent [of the Negro teachers] had earned college degrees and 30 percent have less than 2 years of college training. Mississippi reported that 85 percent of its Negro teachers had less than 2 years of college training. On the other hand, the Negro teachers of North Carolina, Oklahoma, Texas, and West Virginia had more college training than the white teachers of Alabama, Arkansas, Florida, Georgia, Tennessee, Virginia, and West Virginia."

In speaking of the upward trend in certification requirements generally throughout the country, B. W. Frazier reports that—

The marked advances in teacher certification which made the period between the two world wars one of the brightest in the history of the profession of teaching, continued without interruption until about 1942. In that period, more than one-fourth of the States reached the long-sought goal of 4 years of college work for new elementary school teachers. The requirements for in-service preparation, as reflected in the requirements for the renewal and exchange of certificates, were strengthened to an unprecedented degree."

**Table 6.—Percent of white and Negro teachers employed who had 4 or more years of college training, 1939-40**

State	White teachers with 4 or more years of college training	Negro teachers with 4 or more years of college training
Alabama.....	51.9	18.6
Arkansas.....	31.6	20.6
Florida.....	52.7	25.7
Georgia.....	47.7	22.1
Louisiana.....	58.5	28.9
Maryland <sup>1</sup> .....	54.6	29.6
Mississippi.....	62.2	9.1
North Carolina.....	83.5	55.9
Oklahoma.....	70.0	65.8
South Carolina.....	74.5	22.3
Tennessee.....	42.1	37.8
Texas.....	73.9	54.3
Virginia.....	48.6	34.6
West Virginia.....	43.9	60.1
<b>Total.....</b>	<b>59.6</b>	<b>32.6</b>

<sup>1</sup> Does not include entire State.

<sup>2</sup> Southern States Work-Conference. Op. cit., p. 7.

<sup>3</sup> Frazier, Ben W. Wartime Changes in Teacher Certification. *Education for Victory*, 3: 9-13, Oct. 3, 1944.

While this encouraging trend was arrested during the war, it will undoubtedly begin again as soon as the States can make adjustments to the new postwar demands.

*Effect of judicial decisions.*—Judicial decisions have constituted another set of factors that are having a far-reaching effect on the education of Negroes, particularly on graduate and professional education. As a result of the Gaines decision<sup>16</sup> several States have made or are planning to make some kind of provision in order to meet the mandate of the Court. For a treatment of the results of this decision, reference is made again to Holmes' discussion:

The decision of the Supreme Court of the United States in the Case of *State of Missouri ex rel., Gaines v. Canada et al.*, which was handed down

A Microbe  
Hunter



<sup>16</sup> *Gaines ex rel.  
etc. v. Canada et al.,  
305 U. S. 387.*



December 12, 1938, asserted that Lloyd Gaines, a Negro, must be admitted to the School of Law of the State University of Missouri unless equal facilities were made available to him elsewhere within the State of Missouri. The court stressed the fact that unless all citizens are provided for alike, there is a violation of the "equal protection" clause of the Fourteenth Amendment to the Constitution of the United States. . . . Immediately following the Gaines case, the southern press, organized conferences of educators, and some southern legislatures began to debate what the South could do to meet the requirements of this decision. . . .

Four proposals have been made, as follows:

- (1) Admit Negroes to existing State Universities for white students;
- (2) Add graduate divisions to existing State colleges for Negroes;
- (3) Provide tuition subsidies for graduate study in schools which Negroes may attend;
- (4) Provide regional graduate centers in the South.

Because of constitutional and statutory limitations, not one of the Southern States included in this study admits Negroes to its graduate or professional schools for whites. Limited provisions for such instruction for Negroes were made in two of these States prior to December 12, 1938; and in one other State, North Carolina, such provisions are the result of a movement initiated prior to the Gaines decision."

One method of providing graduate and professional instruction for Negroes in the States maintaining separate schools is that of scholarship aid. According to Holmes, cited above, the following States made the indicated provisions for scholarship aid in 1945:\*

Alabama.....	None*	Mississippi.....	None
Arkansas.....	\$10,000 for the biennium	North Carolina...	\$14,000, current year
Florida.....	None	South Carolina...	None
Georgia.....	\$5,000, current year	Tennessee.....	Unlimited amount
Louisiana.....	None*	Texas.....	\$25,000
		Virginia.....	\$80,000

\*During the biennium (1945-46) the following States have made provisions as indicated: Alabama, \$16,500 (1946-47); Louisiana, \$50,000 each year.

In addition to the States listed above the following States provide the indicated scholarship aid, according to the National Survey of the Higher Education of Negroes. Each of these States had made some provision before the Gaines decision:

Kentucky.....	\$9,000 (1941-42)	Oklahoma.....	\$15,000 each year
Maryland.....	\$25,000 (1940-41)	West Virginia....	\$10,000 (1941-42)**
Missouri.....	\$54,908.01 (1939-40)		

It is generally conceded that such subsidies do not meet the requirements of the Gaines decision and that this "extra-legal device is only a partial solution to the problem." While the purpose of the subsidies

\*\* Holmes, op. cit.

\*\* National Survey of the Higher Education of Negroes. Volume II, General Studies of Colleges for Negroes, p. 18-19.



is to aid Negro students who wish to pursue any field of specialization that is offered in a State institution for white persons but which is not available at a State institution for Negroes, in practice these plans apply largely to graduate and professional fields. As to their adequacy, the National Survey of the Higher Education of Negroes states that "it is the experience of almost all the States that the annual appropriation now made for scholarship aid is insufficient to meet the demand for this type of assistance."<sup>10</sup> It states further:

It is clear that, aside from the constitutional test, a scholarship-aid program actually provides substantial equality of opportunity only if, first, the aid is sufficient to compensate the individual for his additional expenses, and second, the appropriation is sufficient to meet all the legitimate demands for aid. In most of the States neither of these conditions has been met, with the result that the several fields of specialization are not actually available to all qualified students.<sup>11</sup>

Another factor connected with the provision of scholarship aid that contributed to the inequitable condition mentioned is the distance the institutions which Negroes can attend are from their homes. It is generally known that the proximity of an institution to an individual's home serves as an incentive for him to attend that institution. Since a majority of the institutions in which Negroes may pursue graduate and professional studies are far removed from the centers of Negro population, they are deprived of the influence and motivation that come from such institutions. This factor of distance therefore creates an inequitable situation which cannot be offset by scholarship aid.

*Willingness and ability of States to provide graduate work.*—A recognition of the needs and of the States' failure to meet them is evidenced from the following statements taken from the reports of State superintendents of education in 3 States:

*Louisiana.*—We need more and better facilities for training Negro teachers, principals, and supervisors on both the undergraduate and graduate levels. Opportunities for training for specialized types of educational services are very limited. The two State teacher-training institutions are rendering excellent service, but they do not have facilities and staff sufficient to train all the Negro teachers needed in Louisiana. Thus far Louisiana has made no provision for graduate or specialized training for Negroes. The State needs more well-trained workers in the fields of health, agriculture, homemaking, school administration, and school supervision.<sup>12</sup>

*South Carolina.*—Under the new certification and teacher-training program we believe that better teachers will be provided in the future. Some form of graduate work should be available for those teachers who have their

<sup>10</sup> Ibid., p. 22.

<sup>11</sup> Ibid., p. 20.

<sup>12</sup> Louisiana. Report of the State Department of Education, 1944-45. p. 49.



bachelor's degrees, and are now teaching in our high schools. The better equipped these teachers, the better results we will get from our money.<sup>22</sup>

*Texas.*—The State is now assisting about 200 students per year in graduate studies in many of the leading universities and colleges of the country. Also the number of professional students in the study of medicine, dentistry, and law is increasing rapidly. They are all assisted with financial aid to compensate for our failure to provide for them in the State of Texas.<sup>23</sup>

In addition to the efforts of certain States to provide graduate and professional instruction for Negroes in existing institutions, arrangements have been made with certain privately controlled institutions for Negroes to offer graduate and professional instruction on a contractual basis. According to available information, the following institutions for Negroes offered the master's degree in 1943-44: Alabama State Teachers College at Montgomery; Howard University at Washington, D. C.; Atlanta University at Atlanta, Ga.; Xavier University at New Orleans, La.; Lincoln University at Jefferson City, Mo.; the Agricultural and Technical College of North Carolina at Greensboro; North Carolina College at Durham; Fisk University at Nashville, Tenn.; the Tennessee Agricultural and Industrial State College at Nashville; Prairie View University at Prairie View, Tex.; Hampton Institute at Hampton, Va.; and Virginia State College at Petersburg.

In spite of the efforts to provide graduate and professional instruction for Negroes in existing institutions, many persons are doubtful of the ability of the States to do so in view of the expense involved and the inadequacies that still exist in the Negro institutions on the undergraduate level. The low economic status of the Southern States and the excessively high proportions of their tax moneys which are already going into the educational enterprise are well known. That the legislatures will be reluctant to provide adequate funds to maintain graduate and professional instruction in the Negro institutions is evident from a study of the appropriations to such institutions after they had been authorized to develop graduate or professional departments. Moreover, if enough has not already been said in this report to indicate the weaknesses of a majority of these institutions, and the limitations of those that are strong in certain fields, reference to the findings and conclusions of the National Survey of the Higher Education of Negroes should be convincing. The conclusions of this Survey are concurred in by many Negro and white educational authorities from whom the following statement is typical:

<sup>22</sup> South Carolina. Report of the State Department of Education, 1944. p. 102.

<sup>23</sup> Texas. Report of the State Department of Education, 1941-42. p. 59.



## EDUCATION OF NEGRO LEADERS

No weak college should even consider offering work leading to graduate degrees. And strong colleges should do so only if they find it possible to increase their resources so as to cover the increased cost.

No school that has barely succeeded in reaching the minimum requirements for granting an approved bachelor's degree should attempt to offer a higher degree without a considerable lifting of its facilities. And this lifting should be qualitative as well as quantitative.<sup>24</sup>

In an attempt to meet the need for graduate and professional education of Negroes, various courses of action are resorted to; some are mere expedients in an attempt to meet the letter of the law. If expedients are to be used, it would seem the part of wisdom and in the interest of the State and Nation to select those which are best calculated to meet the criteria of sound graduate and professional education.

The disparity between the salaries of Negro and white teachers is rapidly decreasing as shown in table 7. In a few States there has been slight change in the disparity, but in a majority of States, according to information received by the Office of Education, it decreased materially between 1939-40 and 1945-46. This shift is significant in light of the slight change during the preceding 40 years as shown in table 8. The significance of these facts is the effect they will have in increasing the certification requirements for Negro teachers and hence the demand for more graduate and professional training opportunities.

**Table 7.—Average salaries of white and Negro instructional staff in 1939-40 and in 1945-46 for specified States**

State	Average salary per instructional staff member				Percent increase in instructional salaries in 1945-46 over 1939-40		Percent white instructional salaries are greater than Negro
	White		Negro				
	1939-40	1945-46	1939-40	1945-46	White	Negro	
1	2	3	4	5	6	7	8
Total.....		\$1,512		\$838			82.6
Alabama.....	\$678	1,027	\$412	894	55.3	114.6	84.0
Arkansas.....	686	1,163	375	711	82.9	89.6	63.6
Delaware.....	1,715	2,244	1,800	1,976	30.8	31.7	13.6
Florida.....	1,148	1,882	585	1,278	62.2	118.5	45.7
Georgia.....	924	1,279	404	661	38.4	61.1	96.5
Louisiana.....	1,197	1,797	809	946	50.1	86.2	89.6
Mississippi.....	776	1,166	232	427	50.1	84.1	172.8
Oklahoma.....	1,016	1,807	908	1,688	77.9	70.0	7.0
South Carolina.....	953	1,265	371	634	43.2	134.8	69.7

<sup>24</sup> Holmes, D. O. W. The Future Possibilities of Graduate Work in Negro Colleges and Universities. *Journal of Negro Education*, 7; 5-11, January 1938.



***Trend of public opinion***

Another significant factor, and one which will have great influence on all others, is the trend of public opinion in the South. Many of the advances made in the education of Negroes are the result directly or indirectly of the changing attitude of public opinion in general and of the school officials in particular. In addition to this change, there are a growing number of far-sighted persons in strategic positions in the South, who are exerting a favorable influence on the matter under discussion and on the spread of progressive policies. A significant example of the change in public opinion regarding equal educational opportunity for Negroes is the willingness and courage of school officials to publish the facts regarding disparities between Negro and white teachers' salaries, shown in table 8.

**Table 8.—Trends in average annual salaries of teachers in Southern States<sup>1</sup>**

Year	White	Negro	Percentages Negro salaries are of white salaries
1	2	3	4
1900.....	\$175	\$105	60.0
1910.....	380	175	50.0
1920.....	600	310	51.6
1930.....	900	410	45.5
1940.....	1,011	560	55.4

NOTE: Only 13 States were included in these summaries prior to 1940.

<sup>1</sup> Southern States Work-Conference on School Administrative Problems. *Improving Education in the Southern States. "Negro Education."* Tallahassee, Fla., The Conference. 1941. (Bulletin No. 6, 1941.) P. 13.

In summarizing his impressions of a series of conferences conducted recently by the Conference of Deans of Southern Graduate Schools, W. D. Funkhouser, the late president of the Conference, gave expression to a more liberal approach to the question of graduate and professional instruction for Negroes than had been commonly found among leaders in the South. He said in part:

... Many of the facts which were brought out in the papers and discussions had not, I feel sure, been fully realized or appreciated by the Conference of Deans of Southern Graduate Schools. Chief among these, of course, is the great discrepancy which exists in opportunities for and support of graduate work in Negro institutions as compared with the white colleges and universities. It developed, for example, that there is not a single Negro institution in the United States in which a student can secure a doctor's degree. Again, that very few Negro institutions in the South can offer even the master's degree except in a very limited number of fields.

The moneys allotted to Negro institutions in most of the Southern States are far below any proportionate figure based on relative Negro and white populations. The salaries paid in Negro institutions of higher learning are in general far less than those in white institutions. The physical plants of the two groups of institutions can not be compared in value of property or type of equipment. . . . It would seem that most Negro colleges do not have more than one-tenth the library facilities of the white colleges in the same area. Other discrepancies would appear to be in about the same proportion. In spite of these handicaps, however, there is no question but that many Negro graduate schools are doing very creditable work.

Another factor which seems to me to be impressive is the tremendous back-log of potential graduate students in the Negro population which lacks only opportunity to make itself a powerful factor in Negro education. It is hardly fair to judge the situation on the basis of statistics of present graduate enrollments and degrees granted, when it is remembered that if sufficient opportunity existed these figures would probably be greatly increased.

Again, it would seem that the Negro population is entirely capable of absorbing large numbers of trained graduate students. In the professional fields the dearth of Negro physicians, dentists, and lawyers in many areas is appalling. In the teaching field there is an increasing demand for teachers with advanced degrees. In many technical fields, particularly in agriculture, social work, public health, chemistry, and engineering, the demand far exceeds the supply. There is apparently no need to worry about a saturation point in these fields."

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"Funkhouser, W. D. The Conference on Graduate Work in Negro Institutions in the South. New Orleans, La., Tulane University, 1945.





## **Factors That Are National in Character**

**F**ROM THE DISCUSSION in the previous sections it may be concluded that Negroes and the Nation, particularly the southern region, have a multiplicity of problems that require for their solution the best leadership that can be produced; that Negroes have demonstrated their capacity and desire for preparation for leadership; that thus far they have not had a chance to produce their share of this leadership, largely because of inequalities in educational and economic opportunities; that efforts are now being made to correct this situation; that, in spite of its efforts, the South will not be able alone to provide the facilities needed in quantity and quality and in the time demanded; hence, the problem is one of national concern and must be attacked from the national as well as from the racial and regional point of view. The following section will therefore treat of certain of those factors, national in character, which condition the demand for graduate and professional instruction for Negroes.



**General social and economic factors**

*Social mobility.*—Social mobility is one of the chief characteristics of American life and stems from the fundamental concepts and principles underlying the foundation of the Nation. The worth of each personality, the freedom of the individual, equality of opportunity and justice, all find expression in the general recognition of the right of each individual to make his own choices, to move from one status in life to another, and to strive for the highest regardless of his station. It is the acceptance of this belief in the democratic way of life that has made possible the progress Negroes have achieved, and strengthened the belief that they should share more largely in the rights and privileges and responsibilities of American citizenship without discrimination on account of race or color. One of the most recent evidences of the growing acceptance of this point of view is the following expression of War Department policy:

The Negro is a bona fide citizen enjoying the privileges conferred by citizenship under the Constitution. By the same token, he must defend his country in time of national peril. Testimony presented to this Board has indicated that the Negro is ready and eager to accept his full responsibility as a citizen. It follows therefore that the Negro . . . should be given every opportunity and aid to prepare himself.<sup>1</sup>

The kind of leadership needed to implement the democratic principles underlying our Nation—principles recently reaffirmed—requires an extension of graduate and professional education facilities for Negroes far beyond those which now exist.

Population migration, the chief aspect of which is shifting from rural to urban communities, is another characteristic of American life. Over 600,000 nonwhite migrants in 1940 were rural residents in 1935. There were 85,300 fewer Negroes in rural areas in 1940 than in 1930, and 1,059,675 more in urban areas. This migration creates problems and tensions, the combating of which calls for a higher quality of leadership than has generally been available. Moreover, the growing urbanization increases the demand for types of services which only highly trained personnel can render, especially services in the fields of education, social welfare, housing, health, and recreation. E. Franklin Frazier, of Howard University, gives a summary of this matter in the following statement:

It requires no laboring of the point that the urbanization of the Negro population during the last 25 years has resulted in considerable social disorganization as well as the opening up of vast new opportunities for development. It has been rightly pointed out that the movement of Negroes to

<sup>1</sup> U. S. Department of War. *Utilization of Negro Manpower in the Postwar Army Policy*. Washington, the Department, April 27, 1946. (Circular No. 124), p. 3.



northern cities has constituted a second emancipation and that from the standpoint of gains in civilization, the Negro has made more progress during the last quarter century than during his previous history in America. That these gains have been bought at tremendous social costs has been generally recognized. But many people have not recognized that the change in the relation of Negroes to American life requires a new philosophy and new techniques of adjustment. Survival in the modern world demands scientific knowledge and a rational as opposed to a sentimental attitude toward the world.

... The adjustment of the Negro to modern urban society has created tremendous social problems. These problems have been the every-day concern of the social workers and city officials in health departments and law enforcement agencies. Scholars have given an increasing amount of attention to these problems in recent years. But we have had relatively few fundamental studies of the problems facing the Negro in modern urban society. ... Concern with these problems would not mean that it would restrict the intellectual outlook and scientific interests of its scholars. If these studies are undertaken in a fundamental manner, they would enlist the interest of the most competent scholars and the results of these studies would have a scientific validity and significance beyond the Negro.<sup>2</sup>

Certain dangers which seem to accompany social mobility and migration must be watched—the tendencies toward superficiality, skepticism, and cynicism; the desire for sensual pleasures; restlessness; and moral disintegration. Unchecked and undirected these trends can become the undoing of modern civilization. The results of mobility in our rapidly moving and complex life can have a devastating effect on Negroes. Hope lies in the positive effects of mobility—an increase and enrichment of intellectual life and culture. For society to capitalize upon these positive tendencies, the highest type of leadership in the fields of research and social action must be cultivated. Opportunities for training and experimentation are imperative.

The social mobility and migration of Negroes require an increase in the number and quality of agencies to meet their needs. In the field of business there are more than 27,000 service establishments and nearly 30,000 retail stores owned and operated by Negroes, all calling for trained leadership in modern business practice. The number of parks and playgrounds requiring trained supervisors is increasing annually. As the Negro population becomes more urbanized the demand for better trained leaders in all walks of life becomes more insistent.

In regard to this need in one field, Frank D. Dorey reported in the fall, 1946 issue of the *Journal of Negro Education* that: "There is a dangerous shortage of well-trained men (in the field of religion)." He indicates the general need on the basis of the reported need in the Congregational and Presbyterian denominations as follows:

<sup>2</sup>Fraser, E. Franklin. Unpublished manuscript of speech given at Alumni Award Dinner, Howard University, March 2, 1945.



At the time of the latest official United States Religious Census there were in the country 13,528 Negro churches in urban centers and 24,775 rural churches making a total of 48,303 church units. The total membership of these churches was 5,660,618. It is not known at the present time just how many new men enter the active Negro ministry each year. But if we assume the rate of replacement is roughly the same as that required by these two denominations in relation to their membership, then it would require approximately 945 new Negro ministers a year to replace those who retire or die in the course of a typical year. Of course, a large number of men are entering the Negro ministry each year with training below the level of seminary graduation based on an A. B. degree. It might be conceded that a realistic approach to the situation demands the recognition that at least for the rural ministry we shall have to depend upon men with less than this amount of training. But it is hard to see how the Negro church in urban centers can maintain its present influence to say nothing of regaining some of its lost prestige and leadership unless the men going into it are adequately trained. For the needs of the present urban situation it is hard to see how a minister can do an adequate job with less than a college degree and seminary preparation.

*National concern for public welfare opens new opportunities.*—There are certain provisions growing out of the national concern for the public welfare which, if realized, will greatly accelerate the demand for specially trained personnel. It is necessary to name only a few in order to indicate the trend. Already the operation of the Social Security Act in all its ramifications has called for large numbers of social workers, analysts, and administrators; and, if the benefits are extended to a wider coverage of the population, many more will be needed. The same thing may be said for employment services and related matters dealing with wages, compensation, and the like. There is a growing interest throughout the Nation on local, State, and Federal levels concerning the health of the population. This interest is being expressed not only through remedial measures and facilities such as hospitals, rehabilitation, and medical service, but through preventive measures such as nutritional programs, health education, and health services. A similar interest may be found concerning education and scientific research. There is widespread development in both these areas on the local and State levels and on the part of both private and public agencies and organizations. One of the limiting factors in the acceleration of this growing interest is the lack of trained personnel, particularly among Negroes. If Federal support is granted in these fields to a larger extent in the future, it will be practically impossible to find the needed professional leadership unless something is done now to provide it.

*Lack of leadership in science and technology.*—The dearth of trained leaders in the fields of science and technology cannot be stated



better than it has been by Dr. Vannevar Bush, Director of Office of Scientific Research and Development, who said:

In my opinion, however, we have drawn too heavily for nonscientific purposes upon the great natural resource which resides in our trained young scientists and engineers. . . . With the exception of those men engaged in war research, all physically fit students at graduate level have been taken into the armed forces. . . . The deficit of science and technology students who, but for the war, would have received bachelor's degrees is about 150,000. The deficit of those holding advanced degrees—that is, young scholars trained to the point where they are capable of carrying on original work—has been estimated as amounting to about 17,000 by 1963 in chemistry, engineering, geology, mathematics, physics, psychology, and the biological sciences.

Because Selective Service policies have not taken account of the Nation's vital needs for scientists and engineers, the training of men in these fields of science and technology during the war has almost completely stopped. Because of these stoppages, not until at least 6 years after the war will scientists trained for research emerge from graduate schools in any significant quantities. Consequently, there is an accumulating deficit in the number of trained research scientists, and that deficit will continue for a number of years.<sup>3</sup>

The assumption that the opportunities for Negroes in the fields of science and technology will expand along with those of other persons is partially justified by the fact that the Howard University Bureau of Technical Information (engineering and architecture placement bureau), which has assisted in placing not only the graduates of Howard University but those of other engineering and architectural schools, has been unable for a period of 5 years or more to supply the demand for Negroes trained in these fields.

Further justification of this assumption is found in a recent study of the situation which resulted in the following conclusions:

1. *Experiences of Negroes in war research.*—There was little reluctance to employ Negroes. The men made very agreeable impressions on their fellow workers—so much so that many have been retained in postwar industrial research and development growing out of their war work.

2. *Extremely low level of prejudice among scientists.*—A basic tenet of scientific training is the rejection of prejudice. I have found scientists uniformly unprejudiced, although there are some who, having never taught or had contact with an able Negro, have no awareness of his capabilities in this area. Most of the scientists who direct laboratory work reveal a willingness to employ Negroes whose training is commensurate with that of other applicants.<sup>4</sup>

The demand for trained Negroes in the fields of science and technology is clearly associated with activities growing out of the national

<sup>3</sup> Bush, Vannevar. *Science, the Endless Frontier*. Washington, U. S. Government Printing Office, 1945. p. 19, 132.

<sup>4</sup> Branson, Herman D. Special memorandum, April 1946.



concern for the public welfare, particularly as relates to the possible expansion of the public-works programs comprising projects not only in housing and slum clearance but also in soil conservation, drainage and irrigation, hydroelectric power, docks, harbors, airports and air parks, and national highways. Moreover, public-works and public-service projects in foreign countries and outlying possessions will offer an expanding field of opportunity to Negroes, such as is being offered now in Liberia, South America, Virgin Islands, Ethiopia, and certain parts of Asia and Europe.

Additional and improved training facilities on the graduate and professional levels will be needed to prepare Negroes for the opportunities indicated above. The following statement points out that:

The war caught both Negro students and Negro institutions short of the type of training and facilities necessary to meet scientific and technical war manpower shortage. Thousands of Negro college students were called to the armed forces, then sent to other institutions for engineering and scientific training or for technical training in military units.

Many of these students who were not interested in technology prior to their entering the armed forces now after 2, 3, or 4 years of service in these fields have decided to make science or engineering their life's work.

In addition to returning veterans, there are the thousands of Negroes who qualified for work in war industries and who will want to continue their scientific and technical training begun under the Engineering, Science, and Management War Training Program or similar training projects in order to assure a livelihood with peacetime industry. Women students now are entering the fields of architecture, science, and engineering.

In addition to maintaining a steady flow of well-trained teachers, Negro schools will need to expand their laboratory and other facilities for mathematics, physics, chemistry, architecture, and engineering to meet the educational demands of the future.\*

*Opportunities in other areas.*—The following summary of a study of employment opportunities for Negroes in social work illustrates the need in that field:

Several definite trends seem indicated in this sampling of social work opportunities for qualified Negro workers. First of all, there is unquestioned and widespread possibility for their service to the disadvantaged of their own group. Considerable increase in this area may be attributed to the shortage of all social workers where previously the former had served Negro clientele. In addition, some agencies not previously accustomed to use of Negro personnel see rich values to be gained by their incorporation into staffs for assistance to their own groups, not merely as replacement of unobtainable white workers, but also for permanent enrichment of quality of service. Thirdly, there is apparent a somewhat tentative but unmistakable willingness to put democracy to the test of accepting skilled services for persons in need without a prior matching up of skin color of server and served. While this

\* Evans, J. C., and Downing, L. K. Special memorandum to the author. April 1946.



is also linked to the acute shortage of trained social workers, it is influenced too by a desire to enrich American culture by utilizing all available resources.<sup>6</sup>

The National Board of the Young Women's Christian Associations has enunciated a new policy which will not only effect opportunities for Negroes in that organization, but will no doubt have considerable influence generally. Excerpts from their issued statement follow:

... that Negro women serve on boards and committees with full responsibility and in a working partnership that enables them to make their contribution to the concerns of the whole.

... that Associations analyze their job openings to determine which ones—professional, clerical and maintenance—may be filled by Negro workers.

The case for an expanding program of leadership training in the field of home economics is stated by Dr. Spafford thus:

The trend toward broadening the base for the first year of graduate work makes possible the type of study which the high-school teacher needs. These graduate programs are taking into consideration the new materials being developed in home economics, the bearing of knowledge in other fields on the teaching of home economics, and the experimentation going on in education in developing a study program for these teachers different from that of the specialist. This same type of training is needed for the person who is to become the general practitioner at the college level. Changes in college teaching throughout make other demands for graduate study.<sup>7</sup>

Two fields which offer ever-widening opportunities to persons well trained in home economics are food industries and public utilities. Negroes have held a firm position in the food industries for many years but are gradually losing ground because of a lack of training in both the technical and business aspects of the industry. With the growth of labor-saving devices there will be an increasing demand for public utility and equipment demonstrators. With the thousands of Negro users of such equipment, there is no reason to assume that Negro demonstrators will not be employed in growing numbers as the number of qualified persons increases.

The fact that many of the opportunities indicated here will call for scientific and technological training on the graduate level should be anticipated now by persons responsible for providing the funds and for the administration of programs of higher education of Negroes.

The home and family life of Americans generally is in a precarious condition. Since family disorganization and instability frequently found in low-income groups have traditionally been indices of social

<sup>6</sup> Lindsay, Isabel Burns. *Employment Opportunities for Negroes in Social Work*. Unpublished paper submitted March 29, 1946.

<sup>7</sup> Spafford, Ivel. *A Functioning Program of Home Economics*. New York, John Wiley & Sons, Inc., 1940. p. 440-41.



pathology, one can well imagine the present condition among Negroes, the most disadvantaged of these low-income groups. The lack of leadership in this group, therefore, is doubly serious. Considering the field as a whole, it has been estimated that three times as many leaders in home economics will be needed in the immediate future as are now available. In 1947 there were only two Negroes holding the doctorate in this field, and the facilities for graduate work on the master's level are very meager in Negro higher institutions.

The gradual integration of Negroes into various phases of American culture is demanding a type of training that enables them to compete on equal terms with other citizens. A few examples of such integration are: The appointment of a young Negro woman as supervisor of all junior high school counselors in the city of Philadelphia; the appointment of Negroes to professorships in institutions predominantly attended by white persons, both as visiting professors and on a permanent basis; and the recent appointment of a Negro as head of the department of music of a well-known institution (Antioch College). Other examples may be cited in the fields of industry, labor, science, and social welfare.

In both public and private agencies serving Negroes as well as others, there is a growing tendency to use Negro personnel in policy-making and administrative positions, a recent and significant instance of which is the appointment of a Negro as educational director of the Phelps-Stokes Fund.

These trends indicate new work opportunities, and hence the need for more educational opportunities.

### ***Effects of the war on the demand for graduate and professional instruction for Negroes***

*Attitudes of veterans influencing demand for more training.*—One important effect of the war on the demand for graduate and professional instruction for Negroes is the attitude of the returning veteran. The kind of experiences which veterans have had has stimulated their desire for education, both for themselves and for their relatives. An indication of the demand for education on the part of veterans is shown in the fact that more than a million were enrolled in college in the fall of 1946. General Bradley said that the increasing interest of veterans in education presented a tremendous challenge to our educational system. At the same time it presents a magnificent opportunity to colleges and universities. Freed from the financial limitations that might have kept them from college, veterans represent a new genera-



tion of school-going youth.<sup>8</sup> The fact is, veterans are making and will continue to make great demands on the educational facilities of our institutions of higher learning, no small part of which concerns graduate and professional instruction for Negroes.

*Other factors resulting from or revealed by the war.*—Many events have occurred in recent months as a result of war experiences that indicate a trend toward expanding occupational opportunities and that influence the demand for graduate and professional instruction for Negroes. One such event is the study and report of the Army board concerned with the utilization of Negro manpower referred to earlier. According to this report—

No study would be complete that failed to evaluate the collateral education gained by every Negro man and woman during the war years. The imprints of travel, of bettered living and health conditions, plus the increased financial resources, have left a mental stamp which will persist and continue to become more articulate.

... In the placement of the [Negro] men who were accepted, the Army encountered considerable difficulty. Leadership qualities had not been developed among Negroes, due principally to environment and lack of opportunity. These factors also affected his development in the various skills and crafts.<sup>9</sup>

The following data (table 9) from this report supplement those already presented showing trends in educational advancement which have a bearing on the need of and demand for graduate and professional instruction for Negroes.

**Table 9.—Percentage of inductees into the Army during World War I and II who had attained a given educational level<sup>1</sup>**

Educational level	Percentage			
	All Negroes, World War I	Negroes of 12 Southern States, World War II	Other Negroes, World War II	Whites of United States, World War II
1	2	3	4	5
1 to 8 years' grade school.....	95	64	40	26
1 to 4 years' high school.....	5	33	53	63
1 or more years of college.....	few	4	7	12

<sup>1</sup> U. S. Department of War. Utilization of Negro Manpower in the Postwar Army Policy. Washington, the Department, April 27, 1946. (Circular No. 124.)

<sup>8</sup> Bradley, Gen. Omar N. Address before the American Council on Education, Chicago, Ill., May 4, 1946.

<sup>9</sup> Op. cit., p. 4.



The Army board making the report also recognizes in the following comment the increasing number of Negroes engaged in the various lines of civilian activity as a factor having influence both on the demand for training and on the need for extended and improved training facilities:

During the last few years, many of the concepts pertaining to the Negro have shown changing trends. They are pointing toward a more complete acceptance of the Negro in all the diversified fields of endeavor. This trend has been noticeable to a greater extent in the northern and western sections of the country. The Negro to a greater extent has been accepted in industry, and in administrative and scientific fields, both as individuals and groups, with good results. This acceptance has resulted in better wages which automatically raised his standard of living.

Many Negroes who, before the war, were laborers, are now craftsmen, capable in many instances of competing with the white man on an equal basis. This change in the industrial status has, further, allowed the Negro to give his children more and better education. In many colleges and universities of the North and West, the Negro student is accepted solely on the basis of his individual merit and ability.

The greater expansion of industry during the war gave the Negro greater opportunity to gain industrial experience than ever before. The War Manpower Board reports that Negro participation in defense industries increased from 3 percent in 1942 to 8.3 percent in 1944, or over 100 percent.<sup>2</sup>

**Table 10.—Percentage distribution of employed Negroes, by occupation and sex, April 1940 and April 1944<sup>1</sup>**

Occupation	Negro males		Negro females	
	April 1940	April 1944	April 1940	April 1944
1	2	3	4	5
<b>FARM WORKERS.....</b>	41.2	28.0	16.0	8.1
Farmers, farm managers.....	21.3	14.3	3.0	2.9
Farm laborers.....	19.9	13.7	13.0	5.2
<b>INDUSTRIAL WORKERS.....</b>	17.0	20.7	6.5	18.0
Craftsmen, foremen.....	4.4	7.3	.2	.7
Operatives.....	12.6	22.4	6.3	17.3
<b>LABORERS.....</b>	21.4	20.3	.8	2.0
<b>SERVICE WORKERS.....</b>	15.3	10.1	70.3	62.5
Domestic service.....	2.9	1.6	59.9	44.6
Protective service.....	.5	.3	(?)	(?)
Personal and other.....	11.9	13.2	10.4	17.9
<b>CLERICAL AND SALES PEOPLE.....</b>	2.0	3.0	1.4	3.9
Clerical.....	1.2	2.4	.9	3.3
Sales.....	.8	.6	.5	.7
<b>PROPRIETORS, MANAGERS, AND PROFESSIONAL WORKERS.....</b>	3.1	3.9	5.0	5.5
Professional, semiprofessional.....	1.9	1.7	4.3	4.0
Proprietors, managers, officials.....	1.3	2.2	.7	1.5

<sup>1</sup> War and Postwar Trends in Employment of Negroes, *Monthly Labor Review*, 60: 2, January 1945.

<sup>2</sup> Less than 0.05 percent.

<sup>3</sup> Ibid., p. 4-5.



This report also indicated that the percentage which Negro Federal employees in Washington were of the total Federal employees in Washington increased from 8.4 in 1938 to 19.2 in 1944; and the Negroes employed by the Federal Government who held custodial jobs decreased from 90 percent to 40 percent.

**Table 11.—Incidence of Negroes among total employed workers in specified occupational groups, April 1940 and April 1944<sup>1</sup>**

Occupational group	Negro males as percent of total males in occupation		Negro females as percent of total females in occupation	
	April 1940	April 1944	April 1940	April 1944
1	2	3	4	5
<b>All employed persons</b> .....	8.6	9.8	12.8	12.9
Professional, semiprofessional workers.....	2.8	3.3	4.5	5.7
Proprietors, managers, officials.....	1.1	2.1	2.6	4.8
Clerical workers.....	1.6	3.5	.7	1.6
Salespeople.....	1.1	1.5	1.2	1.1
Craftsmen, foremen.....	2.6	3.6	2.2	5.2
Operatives.....	5.9	10.1	4.7	8.3
Domestic service workers.....	60.2	75.2	46.6	60.9
Protective service workers.....	2.4	1.7	3.8	.....
Personal and other service workers.....	22.8	31.4	12.7	24.0
Farmers, farm managers.....	12.4	11.0	30.4	23.8
Farm laborers.....	21.0	21.1	62.0	21.4
Laborers (excluding farm).....	21.0	27.6	13.2	35.6

<sup>1</sup> War and Postwar Trends in Employment of Negroes, *Monthly Labor Review*, 68: 3, January 1945.

**Table 12.—Percentage distribution of employed Negroes, by industry and sex, April 1940 and April 1944<sup>1</sup>**

Industry	Negro males		Negro females	
	April 1940	April 1944	April 1940	April 1944
1	2	3	4	5
Agriculture.....	42.0	29.9	16.1	8.1
Forestry and fishing.....	.8	.5	( <sup>2</sup> )	( <sup>2</sup> )
Mining.....	1.8	4.2	( <sup>2</sup> )	( <sup>2</sup> )
Construction.....	4.9	3.7	.1	( <sup>2</sup> )
Manufacturing.....	16.2	23.9	3.2	13.4
Metals, chemicals, rubber.....	5.5	13.1	.2	7.3
Food, clothing, textiles, leather.....	2.8	4.7	1.8	3.9
All other manufacturing.....	7.9	6.1	1.2	2.2
Transportation, communication, public utilities.....	6.8	10.1	.2	1.1
Trade.....	9.9	10.9	4.0	10.5
Finance, insurance, real estate.....	1.9	1.6	.8	1.3
Business and repair services, including auto.....	1.7	1.5	.1	.1
Domestic and personal services.....	8.4	6.1	68.6	54.4
Amusement, recreation.....	1.0	.4	.3	.4
Professional services.....	2.9	3.2	6.1	7.5
Government.....	1.7	4.0	.5	3.2

<sup>1</sup> War and Postwar Trends in employment of Negroes, *Monthly Labor Review*, 68: 4, January 1945.

<sup>2</sup> Less than 0.05 percent.



The implications of the facts and conclusions cited here are just as important for economic and social effectiveness as for military efficiency. Much remains to be done, however, if these implications are to influence our policies and practices.

Tables 10, 11, and 12 present further evidence of growth in employment of Negroes in higher levels of occupational life during the war. It goes without saying that this occupational progress had a tremendous influence on the demand for more and better training and services on the part of Negroes, and that, to the extent the ground gained can be held, will the demand continue.

All the factors discussed here combine to improve the Negro's economic status. This, in turn, tends to raise his social and cultural level and thus his desires for further improvement, which automatically affects his educational situation in several ways. First, Negroes feel the need of more education for themselves and their children; second, they are more able to pay for such education; third, they demand more and better services of their professionally trained leaders; fourth, they are better able to pay for those services; and fifth, the effect of this "chain-reaction" increases the demand for more and better graduate and professional instruction on the part of a growing number of Negroes. This demand cannot be fully met except on a national scale.

#### ***Assistance in providing graduate and professional instruction for Negroes a national obligation***

*Lack of educational facilities a national concern.*—There are several factors affecting adversely the efforts of Negroes to secure graduate and professional instruction which make the matter a national concern. The most important one, of course, is the lack of facilities in the area where the majority of Negroes live. Certain aspects of this lack have been discussed. Suffice it to call attention here to a comparison between the current expenses in all the Negro land-grant colleges with one white institution (see table 13). It will be noted that the expenditures for educational and general purposes in the one white land-grant institution serving a State with less than 8 million population are nearly 3 times greater than those in all 17 of the Negro land-grant institutions combined serving 17 States with a population of approximately 10 million Negroes. It is also to be noted that no funds are allotted for research in the Negro institutions. Data are used for 1940 because of the war influence on all available data for more recent years.

In further consideration of the lack of educational facilities for Negroes, particularly on the graduate and professional levels, it will be of value to present here certain facts and conclusions from a study



of the enrollments of northern Negroes in southern colleges and of southern Negroes in northern colleges.

An investigation of eight nationally known northern institutions showed them to have a combined enrollment of 1,253 Negro students. Inquiry blanks were filled in by 643 of these students (48.9 percent). Of this number 77.9 percent were residents of the State in which the institution was located, another 8 percent were residents of other Northern States, while 14.1 percent were from the South.

Whereas very few southern Negroes were attending these eight northern universities in 1939-40, in the year preceding nearly 4,000 northern Negroes attended Negro colleges. Almost 3,000 of this number attended colleges in Southern States. The majority of these Negro students were residents of eight Northern States which rank high in economic resources.

**Table 13.—Comparison of expenditures between University of Illinois and 17 Negro land-grant colleges, 1939-40<sup>1</sup>**

Item	University of Illinois	17 Negro land-grant colleges
<b>EDUCATIONAL AND GENERAL:</b>		
Administration and general control .....	\$552,133	\$352,721
Resident instruction .....	4,007,492	1,856,231
Organized research, separately budgeted .....	1,114,614	
Extension .....	579,979	69,125
Libraries .....	398,933	112,294
Physical plant operation and maintenance .....	1,238,511	696,681
Organized activities related to instruction .....		61,990
<b>Total .....</b>	<b>8,491,663</b>	<b>3,294,132</b>

<sup>1</sup> Data are used for 1940 because of the war influence on all available data for more recent years.

A . . . question must be raised with reference to the responsibility for the support of Negro colleges. With few exceptions the Negro colleges are located in Southern States which rank low in economic resources. For the most part, these States have been unable to provide adequate facilities for either white or Negro colleges. Yet these poorly equipped and financially handicapped institutions are carrying a major responsibility in the higher education of northern as well as southern Negroes. . . . Interstate migration and economic interdependence make poor educational facilities in any region a matter of concern to the whole Nation. The fact that Negroes resident in Northern States go South for college training in such numbers gives added national significance to the problem of adequate support for these colleges.<sup>11</sup>

Closely related to the question discussed above is the matter of restrictive conditions influencing the admission of Negroes in northern institutions. In addition to the normal difficulties surrounding admission to these institutions because of policies regarding preferences given veterans, graduates and their children, and the like, there is the ques-

<sup>11</sup> U. S. Office of Education, Federal Security Agency. National Survey of the Higher Education of Negroes. Vol. IV. A summary. By Ambrose Caliver. Washington, U. S. Government Printing Office, 1943. (Misc. No. 6), pp. 13-14.



tion of quotas which has been widely discussed throughout the Nation's press during recent months.

Because of the mobility of the Negro population, of their lack of educational opportunity throughout the Nation, and of the dearth of leadership generally, it becomes a matter of national concern that Negroes be provided with adequate graduate and professional education facilities.

*Philanthropic assistance diminishing.*—Another factor of national concern which will have an increasing effect on Negroes' efforts to secure graduate and professional instruction is the gradual diminishing of aid from philanthropic sources. The two foundations which have been the major sources of fellowship aid will probably be liquidated within the near future. One can appreciate what this will mean to Negroes, if there are no other sources to which to turn, when it is remembered what a tremendous influence these foundations have had in their professional advancement during the past quarter of a century. One foundation alone has contributed \$926,660 to 866 Negro fellows. A majority of the Negroes who have received higher degrees or produced creative contributions have been aided by these foundations. The significance of the question of scholarship aid lies in the fact that (1) the number of leaders or potential leaders that are trained is of national concern; and (2) that the opportunity afforded any and all groups of the population to produce their proportionate share of leaders is a test of our democracy.

*Negroes not producing their share of leaders.*—In view of this national concern, it will be of interest to take a look at the relative number of professionally trained Negroes and whites in this country. It should be emphasized that there is no assumption here that Negroes and whites must necessarily serve only members of their respective groups. The fact is that white professionals do serve Negroes and, in certain instances, Negroes serve whites. But the more important fact is that there are not enough qualified professionally trained persons to render the needed services for either group. Potentially they are in every racial group, and it is the responsibility of society to find, nurture, and use them.

An additional consideration is the growing necessity for the Nation to live up to its tenets of democratic equality and justice by assuring all groups equal educational and occupational opportunity. When this is done, each group should produce its proportionate share of persons in the various occupational categories, including the professions.

Table 14 shows the number of persons in the population to each professional worker. It indicates not only the number of additional



workers Negroes can theoretically produce before reaching the saturation point (in terms of the white ratios), but also indicates inequalities that exist between the two groups in both educational and occupational opportunity. Additional data on this point are given in table 15. The relation between education and occupation is indicated by the data in tables 16 and 17 which show, respectively, the occupational distribution of employed youth, according to the grades they had completed and the amount of wages received by males between 25 and 64 years of age, by years of schooling completed. From these data it is seen that one way to assure to the Nation an increased number of leaders and to enhance the value of human resources is to improve educational opportunities on all levels. How the lack of educational opportunities is related to the excessive numbers of Negroes in unskilled occupations and the small numbers in the skilled and professional occupations is implied in these data.

*The Nation responsible for some of the Negro's ills.*—Another factor which makes assistance to Negroes a national concern is the responsibility of the whole country for many of the disadvantages which Negroes have suffered as a result of their minority group status. The entire Nation must be held partially responsible; first, for the introduction of slavery; second, for its continuance; third, for lack of a better program designed to assist Negroes to transfer from a slave status to that of freedmen; and, fourth, for lack of continued interest and assistance in solving the educational, economic, and social problems of the South following emancipation and reconstruction.

Some of the results of these lacks are reflected in the inequalities indicated in table 17, which shows the disparity between the earning power of Negroes and whites with the same amount of schooling. It

**Table 14.—Number of inhabitants per employed person according to profession, by race, for the United States and for the South<sup>1</sup>**

Profession	United States		The South	
	White	Negro	White	Negro
1	2	3	4	5
College presidents, professors, and instructors.....	1,628	5,500	1,679	4,666
Male dentists.....	1,752	8,794	2,791	13,000
Lawyers and judges.....	670	12,230	712	30,289
Physicians and surgeons.....	725	3,651	839	5,295
Social and welfare workers.....	1,765	4,933	2,747	15,647
Teachers.....	122	202	126	173
Trained nurses.....	339	1,662	460	2,664

<sup>1</sup> 1940 census, population, Vol. III, tables 62 and 63, pp. 82-86.



**Table 15.—Comparison of white and Negro professional personnel with relation to total employed persons and to total population, 1940**

Item	White	Negro
Total population.....	118, 214, 870	12, 865, 518
Total employed.....	40, 495, 089	4, 479, 068
Engaged in professions.....	3, 133, 590	179, 685
Percent professionals are of total population.....	2.7	1.4
Percent professionals are of total employed persons.....	7.7	3.9

NOTE.—27 in each thousand whites are professional personnel; 14 in each thousand Negroes are professional personnel; 77 in each thousand employed whites are professional; 39 in each thousand employed Negroes are professional. Not shown in the table is the fact that Negroes have only 88 architects, 238 technical engineers, and 197 designers and drafters.

will be noted, for example, that whereas less than 4 percent of the whites completing 4 years of college earned less than \$500, over 12 percent of the Negroes with the same training fell in this category. On the other hand less than 4 percent of the Negroes completing 4 years of college earned \$2,500 and over, while more than a third of the whites with the same training earned that amount.

A fifth responsibility, and one of considerable magnitude, which the Federal Government has failed to assume is that of assuring to Negroes an equitable share of Federal funds intended for all citizens. (This matter was discussed at some length on page 26, particularly in relation to education.) Very few data are available concerning the distribution of Federal funds in other fields, but from what is known of the practices in the field of education, it may be assumed that the situation is at least as bad, if not worse, in other fields. Whatever the will of

**Table 16.—Occupational distribution of employed youth, according to the grades they had completed in school<sup>1</sup>**

Grade completed	Percentage of youth in each grade group	
	Occupation group A <sup>2</sup>	Occupation group B <sup>3</sup>
Less than 6th grade.....	1.2	84.3
6th grade.....	6.5	86.8
7th grade.....	6.6	82.8
8th grade.....	14.4	76.8
9th grade.....	25.3	65.9
10th or 11th grade—not graduate.....	29.9	59.4
11th grade—graduate.....	50.2	40.1
12th grade—graduate.....	52.9	39.4
1 year beyond high-school graduation.....	73.8	19.2
2 or 3 years beyond graduation.....	80.2	12.2
4 or more years beyond graduation.....	82.5	4.7

<sup>1</sup> Bell, Howard M. Youth Tell Their Story. Washington, D. C., American Council on Education, 1938, p. 98.

<sup>2</sup> Includes professional-technical, office, and sales workers.

<sup>3</sup> Includes unskilled, semiskilled, domestic, and personal workers.



**Table 17.—Percent distribution by cumulative income classes in selected education groups of native white and Negro males 25 to 64 years old without other income in 1939, for the United States: 1940<sup>1</sup>**

WAGE OR SALARY INCOME IN 1939	NATIVE WHITE					NEGRO				
	Total	Years of school completed				Total	Years of school completed			
		None	Grade school, 7 and 8 years	High school, 4 years	College, 4 years or more		None	Grade school, 7 and 8 years	High school, 4 years	College, 4 years or more
1	2	3	4	5	6	7	8	9	10	11
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Less than \$800.....	16.7	52.9	18.6	8.1	3.7	48.5	68.6	36.7	25.4	12.7
Less than \$1,000.....	30.7	70.9	44.8	28.3	12.3	85.2	93.9	79.3	70.1	47.6
Less than \$1,500.....	63.4	91.3	69.8	52.4	27.9	96.6	99.1	95.7	90.4	73.8
\$1,500 and over.....	36.6	8.7	30.2	47.6	72.1	3.4	.9	4.3	9.6	26.2
\$2,000 and over.....	18.6	3.3	13.3	25.3	51.6	1.1	.2	1.0	4.5	13.1
\$2,500 and over.....	9.0	1.5	8.4	12.3	34.0	.2	.1	.2	.6	3.9

<sup>1</sup> 1940 Census, Population—Special Reports, Series P-46, No. 5, June 18, 1946, p. 1.

the Federal Government has been in this matter of equitable distribution of its funds, that will has by one means or another been thwarted. Now, following the close of World War II, which was ostensibly fought to preserve and to extend democratic principles and practices, appears to be a particularly good time for the Nation to take stock of itself, especially in relation to its neglect of a large segment of its citizenry; to consider ways and means of remedying the faults; and to determine upon a course of action. It would seem that one appropriate and logical place to begin is by remedying the inequalities in the distribution of Federal funds.

*Sense of justice and humanitarian spirit demand action.*—The sense of justice to which our Nation subscribes is another element pointing toward the responsibility of the Federal Government toward Negroes. The Nation demands that Negroes share equally the duties of citizenship. It is a matter of simple justice, therefore, that they be given equal opportunity to prepare for and to exercise these obligations, including that of dying in defense of their country. In the field of sports we insist that competitors in every contest enter the game on equal terms. This principle is frequently forgotten, however, in the "contest" for effective citizenship between the two major racial groups in this country.

It is in the tradition of the American system to come to the rescue of disadvantaged or special groups in time of need. It is indeed the essence of democracy to be our "brother's keeper." The Federal Gov-



ernment has subsidized farmers and businessmen; it has aided the Indians, the youth, the unemployed, the aged, and the handicapped. It has also given special assistance to Negroes (small though it was) for a short time after Emancipation. Not only has it shown interest in groups of disadvantaged citizens, but when an area of national life seemed neglected by the natural course of events, the Federal Government has stimulated its development through special aid, as in the case of the land-grant colleges, vocational education, and agricultural extension; and as indicated earlier, in certain proposed legislation the Nation is manifesting its interest in the general welfare. It is in the national interest that this be done. It is also in the national interest that Negroes be given greater assistance than they have been given in the past to develop a leadership commensurate with the magnitude and complexity of the problems which are to be met, the size of their group, and the responsibilities which they have as full American citizens. From the standpoint of both moral responsibility and the national interest, the Federal Government has concern in assuring to Negroes equal opportunity for the preparation of qualified leaders for their own group as well as for the Nation generally.

***Assistance in providing graduate and professional instruction for Negroes in interest of world leadership***

*All resources needed to meet problems of atomic age.*—Dr. Joseph H. Willits, the Director for Social Sciences of the Rockefeller Foundation recently said that:

... The advance of science and technology—the atomic bomb is merely one episode in that advance—poses an old choice with a new and terrifying urgency. Modern society shall avoid war or war shall annihilate modern society. Atomic energy may enable man to destroy himself. The great hope is that man will perceive his danger and act while he still has the power to guard against catastrophe. . . . The slow building of a world community that will settle its disputes without resort to war is a process that cannot be achieved by a simple *tour de force*. It requires the efforts of scholars and scientists, of experts and administrators, of statesmen and political leaders, of teachers, both popular and academic, each contributing in his appropriate way.<sup>22</sup>

Dr. Willits said further that the minds which can really help society to understand the moral implications of modern scientific developments and particularly the socio-moral implications of atomic energy, will need "(1) to be really capable of the general view, and (2) to understand the realities of the social world and the history of social ideals."

<sup>22</sup> Willits, Joseph H. *Social Adjustments to Atomic Energy. Proceedings of the American Philosophical Association, November 1945.* p. 48.



Dr. Arthur H. Compton, one of the atomic scientists, in calling attention to the fact that atomic energy is just one more step along the path to technological progress, stated that "it is especially worthy of note that, along with other technical advances, the effect of atomic power is to force human society into new patterns." Three directions of this effect, he says, are:

... first, toward greater cooperation; second, toward more training and education; and, third, toward evaluating one's life in terms of service rendered to the community. . . . Cooperation is the very lifeblood of a society based on science and technology. . . . To compete in the modern world more people need more training. . . . *Of greater importance is more education for leadership.* In a democratic society that is forced into a position of world prominence our citizens as well as our leaders need to understand the problems and human needs of all the nations.<sup>23</sup>

To achieve these ends, both natural and social scientists say, requires a new leadership which can only come through extending and improving educational opportunities. We must realize—

... that our strength lies in the many millions of our citizens. Widespread education, encouragement of each individual to seek for the place in the game where he can play best, *opportunity for advancement and leadership.* . . . All these have helped to strengthen our society. Self-preservation demands that all possible effort be given to enable and encourage every citizen of the country to contribute his best to the needs of the Nation.<sup>24</sup>

Negroes contributed to the production of atomic energy for war. They should also be given an opportunity through training to contribute to the application of atomic energy to peace and to contribute to the new social orientation required of mankind as a result of the "shrinking" of many worlds into "one world."

*Emergence of the "common man" calls for new leadership.*—There is a growing tendency to identify the interest of the common man in one country with that of the common man in every country. It is coming to be realized that the interest, purposes, aspirations, and problems of the masses are common everywhere; hence, a bond of fellowship is developing, which is gradually taking on the character of a crusade looking toward the "emancipation" of the common man economically, politically, and socially. This emergence of the common man, comprising Negroes and all other low-economy groups, requires trained leadership from their own ranks if they are to develop the sense of responsibility which their increased power demands.

One evidence of a growing identity of interests of Negroes in America with Negroes and other peoples of color throughout the

<sup>23</sup> Compton, Arthur H. *Atomic Energy as a Human Asset. Proceedings of the American Philosophical Association, November 1945.* p. 70.

<sup>24</sup> *Ibid.*, p. 78.



world is the favorable reception which they receive in their visits to other countries and the desire of the colored peoples of these countries for the professional and technical services which American Negroes can render. Upon official invitation individuals and groups of technical and professional workers from the Negro race have been serving in various capacities in Liberia, Ethiopia, China, and the Virgin Islands, to name only a few examples. The acceptance of Negro leaders was again illustrated by the inclusion of a Negro on the educational commission recently sent to Japan and by the appointment of a Negro as Governor of the Virgin Islands. What an extension of the practice of preparing Negroes in the field of public administration as well as technical and professional fields would mean to our good-neighbor policy, not only in South America, but in Asia, Africa, and the South Pacific, is not difficult to imagine.

Practically every official who visits the United States from a foreign country having a large minority group makes a study of Negro life, and particularly of Negro education, with a view to implementing in his own country or possessions whatever lessons he may learn from such a study. During the past few years officials from approximately 20 foreign countries have come to the Office of Education or written for information about Negroes that may throw light on their problems. Similar requests have been made of scores of other agencies throughout the country. All of this, from the long-range view, points to the need of opportunities to study the problems of Negroes and minority groups throughout the world and to formulate guides for their solution. This, of course, can only be done by highly trained personnel in the various related fields, which calls for extension and improvement of graduate and professional education for Negroes.

*American Negro leadership can become important throughout the world.*—We have reached a point in the world's history when the peoples of the world must learn how to live together in peace. Men must realize that they are more alike than different, and that their differences are not only relatively insignificant, but that they may be used to enrich the culture of society. This is important because of the increased mobility of society. Modern transportation and communication facilities have made all peoples of the earth neighbors.

This trend toward increased mobility has been given impetus by the recent war. Tens of millions of soldiers and other war workers mingling together with members of every race and nation throughout the world increased their knowledge of peoples and brought about changed racial concepts that cannot be ignored. As they return to their native countries, they will have a larger outlook and broader





**Preparing Culture Media**

sympathies than when they left; they will present, therefore, a fertile field for the cultivation of better human relations. Americans must be prepared to accept and act upon this broadened outlook, which automatically makes new demands of educational institutions. Now a greater knowledge is required than our forefathers had about the characteristics, needs, and problems of other parts of the world, and an appreciation of education in its essential relationship to this new point of view that has followed the war. Only a trained and coura-

geous leadership imbued with a social conscience can provide that needed knowledge and point of view.

The significance of the conclusions stated above for the improved leadership education of Negroes lies in the fact that nearly two-thirds of the world's population is colored; and that there is a growing solidarity among these peoples of color. However, as a Negro leader has pointed out, this should not lead to greater color consciousness.

While this growing sense of solidarity is needed to awaken the world to the exploitation of colored peoples and to strengthen the ties among them, it would be unfortunate to allow the world to become divided on the basis of race. To prevent this requires a high quality of leadership.<sup>12</sup>

Providing larger opportunities for colored people in America may have two effects in this connection—first, it will give further evidence of our sincerity as a Nation as we assume world leadership in the cause of democracy; and, second, it will assure a source of supply of leaders that may be more understanding of the needs of certain groups of these colored peoples throughout the world and who, also, may be more acceptable to these groups and more effective than white leaders.

We must not lose sight of the fact that in spite of the disadvantages encountered by Negroes many of them have been able to achieve great success personally and to make significant contributions to the Nation. However, as we confront other systems of government that claim to be giving all their citizens an opportunity to develop to their fullest capacity, it is to the advantage of the United States to show that it also can provide such opportunities to all its citizens. This Nation is in competition with other nations to enlist and hold the loyalty of diverse peoples throughout the world to the democratic ideals and practices. No better proof could be given the tens of millions of colored peoples whose confidence we cherish, that our offer of leadership is sincere, than by enlarging the opportunities of Negroes in our own country to prepare themselves, and to put their preparation to use, both in this country and abroad.

<sup>12</sup> Logan, Rayford W. *The Negro and the Postwar World: A Primer*. Washington, D. C., The Minorities Publishers, 1945. p. 61.





## **Suggested Programs of Action**

**T**HE DIFFICULTIES and inequalities encountered by Negroes in their effort to develop leaders through graduate and professional study are not the result of any one set of conditions, nor can they be remedied by any one group. The foregoing discussion indicates that the causes are many and varied and that the remedy lies in a cooperative and persistent effort on the part of every group concerned—including racial, regional, and national.

In light of the groups of factors discussed here, and in light of the urgency of our minority group problems, the following specific and positive lines of action to bring about improvement in the leadership training of Negroes seem to be indicated.

***What Negroes as individuals and as groups can do***

If every question has two sides, as is often said, then Negroes have some responsibility for the status of certain facilities and conditions for the training of their leaders. Among the things they can do in assuming this responsibility are the following:

(1) Parents and teachers should provide an atmosphere at home and at school (in line with modern principles of child development) conducive to the stimulation and growth of those qualities essential to leadership—curiosity, imagination, independence, initiative, purpose, and intelligence; and should encourage young people possessing such qualities to remain in school.

(2) Negro professional, civic, and religious organizations should redouble their efforts to discover potential leaders and to provide adequate funds for their education.

(3) Negro schools and colleges should conduct an effective student personnel program designed to discover and recruit and to nurture potential leaders through appropriate curriculum adaptations and guidance. These institutions should also offer their professional services to organizations indicated in (2) above.

(4) Negro leaders in the various fields should encourage young people with leadership possibilities by (a) "taking on" understudies; (b) making contributions in the theory and practice of their fields of specialization; and (c) creating an atmosphere of scholarly and professional endeavor through their personal zeal and cooperative group action.

(5) Administrators of Negro institutions should (a) resist the pressure to offer graduate and professional work until the institution has an adequately prepared staff; (b) introduce such work only when it fits into the broad, long-range objectives of the institution, and there are adequate laboratory and library facilities; (c) make adequate budgetary provision for the effective conduct of such work; and (d) provide appropriate faculty working conditions for graduate and professional instruction, such as adequate compensation, leaves of absence, and freedom consistent with institutional objectives and responsibilities.

(6) Negro schools and colleges should continually conduct studies of the conditions and needs of their constituency, the regions they serve, and the Nation, with a view to determining the areas in which they are best qualified to provide leadership training.



(7) Instructors of Negro students individually and collectively should exert every effort to increase their maturity, their own intellectual curiosity and integrity, their "sense of mission," their concern for the whole student, and their genuine interest in scholarship in its broadest interpretation. They should refrain from engaging in any activity in a manner that might have a harmful influence on the intellectual and character development of the students or that might adversely affect the institution in achieving its intellectual and social mission.

(8) Negro college students and those pursuing graduate and professional studies should accept the educational opportunities available to them with an ever-growing sense of seriousness and responsibility and a determination to meet the challenge of the present crisis to their leadership with courage and constructive purpose. They should insist that their teachers and institutions maintain high standards of intellectual and moral life, and in every way possible help to create an atmosphere conducive to scholarly endeavor.

#### ***What Southern white leaders can do***

The advancement of Negroes in the South is largely dependent on the sympathetic attitudes of southern white leaders. Since the progress of the South is so closely related to the progress of Negroes, it is in their own interest for southern white leaders to become more active toward the advancement of Negroes generally, and particularly in developing leaders. The following actions, therefore, seem to be indicated.

(1) Educational and political leaders should see to it that the educational improvement evidenced in some States and localities becomes widespread throughout the South on all levels of education; and in all areas—facilities, curriculum, personnel, and finance.

(2) These leaders should also see that Negroes share equitably in State equalization funds and in the Federal funds for research, experimentation, and extension education.

(3) State and local educational authorities should abandon double standards for Negroes and whites, wherever they exist, in certification, salaries, institutional accreditation, and other matters pertaining to educational advancement and evaluation.

(4) White educational leaders should cooperate with Negro educational leaders in resisting pressure to accept anything less than adequate and first-class provisions for graduate and profes-



sional study, and in seeking ways by which Negroes may be given opportunity to pursue graduate and professional instruction on an adequate and first-class basis.

(5) White persons in all positions of leadership should do what they can to make conditions in the South conducive to the growth and retention of Negro leaders (as well as others) by (a) expanding occupational opportunities for Negroes; (b) advocating justice and equity for all, regardless of race; and (c) assisting Negroes to become, and to enjoy the benefit of, first-class citizens.

(6) White scholars should cooperate with Negro scholars in the discovery and widespread dissemination of the truth about Negroes and their aspirations, and in developing a public opinion concerning them that will be based on facts and understanding rather than on fears and emotions.

### ***What can be done on the national level***

The constant shifting of the population; the growing interdependence among the different localities, States, and regions; and the increasing sense of responsibility of national groups—private and governmental—for the welfare of every citizen, suggest that problems of Negroes are no longer wholly racial or regional, but that they have become national, and hence their solution must be considered from the national point of view. The following lines of action, therefore, seem to be indicated:

(1) Administrators of Federal educational funds that are not now equitably distributed should institute policies and practices in an effort to insure more equitable distribution of such funds.

(2) Officials of national organizations and of philanthropic and governmental groups should cooperate in working out ways and means of providing scholarship aid for needy persons with creative ability without regard to race.

(3) Government officials should continue the policy inaugurated during the recent war of expanding occupational opportunities for Negroes in all branches of the Federal service.

(4) Leaders of management, labor, and the professions should cooperate with Negro institutions and leaders in opening up job opportunities in those occupations requiring graduate and professional instruction.

(5) National leaders in all walks of life should lend their support to all constructive movements designed to apply the prin-



ciples of democracy to all our citizens regardless of color, creed, or race, and should assist in developing leaders for programs of action among the masses for the purpose of improving interracial and intergroup relations. This is necessary, for it will be futile to continue training leaders on the higher level, unless at the same time the masses can be led to understand the interdependence of peoples and the need for brotherhood.

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